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ABSTRACT

The manual's purpose is to draw together the body of knowledge gained from the experience of the approximately 10,000 unpaid local citizens currently providing volunteer probation services in about 125 courts. The manual draws heavily from the core experience with the Boulder Juvenile Court, Boulder, Colorado. The first chapter presents a general orientation to the subject of volunteers in court service. The second chapter discusses general planning considerations. Subsequent chapters deal with recruitment, screening and selection, volunteer training and orientation, the instillment of volunteer incentive and support, and the assessment of volunteer programs. Descriptions of typical volunteer program types are published separately and are summarized in chapter 12, along with references to information available on the various subjects. Caution must be used in the acceptance of specifics which are especially vulnerable to varying conditions in different communities. The manual may be viewed as a core curriculum designed for training of volunteer program developers and administrators. The focus is on volunteer probation services in juvenile courts but has applicability for services to problem youth in the areas of prevention, detention, and parole. (Author/AG)

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VOLUNTEERS IN COURT:

A MANUAL

IVAN H. SCHEIER, Ph. D.
(Project Director, Boulder County Juvenile Delinquency Project, and Consulting Psychologist (Volunteer) to Boulder County Juvenile Court)
LEROY P. GOTER, *Staff Writer*

In Consultation With:
Judge Horace B. Holmes; Juvenile Officers George P. Taylor, Charles B. Cameron, Mary N. Osterberg, and John E. Hargadine; Dr. Leonard J. Pinto; and, Marjorie Rust

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FOREWORD

This publication is designed to provide court systems with a "how-to-do-it" manual on utilizing volunteers. Although the principle of employing volunteers is not new, their use in court settings is relatively new, dating from 1960. It is expected that this trend will not only continue, but will do so at a rapidly accelerating pace. Therefore, it is anticipated that this manual will meet a real need and assist courts wishing to develop volunteer programs.

RALPH M. SUSMAN,
Deputy Director,
Office of Juvenile Delinquency and
Youth Development

PREFACE

Since 1960, when volunteer services were first extended to the court setting, the growth of this movement has continued at a rapidly accelerated rate. The primary problem facing the court volunteer movement has *not* been the lack of enthusiasm or support, but rather the inability of knowledge and information gained as a result of experience to keep pace with the rate of growth. Where experience records have been kept, they have not been disseminated so that other courts might share in the knowledge accrued.

At this point in the program's development, there is a real need for a special compendium of practical knowledge and information on how to develop and manage volunteer programs in a court setting. To our knowledge, no such compendium is presently available nor are there any classical texts to which one might refer. While it is generally agreed that volunteers need professional leadership, no one is training these leaders nor are there any formal courses or programs on an ongoing basis which adequately equip their graduates with the necessary volunteer-management skills.

It is the purpose of this manual to fill this knowledge gap by drawing together the body of knowledge gained from the experience of the approximately 10,000 unpaid local citizens currently providing volunteer probation services in about 125 courts. In essence, this manual may be viewed as a core curriculum designed for the training of volunteer program developers and administrators. While the focus is on volunteer probation services in the juvenile courts, the information presented here also has considerable relevance for young adult misdemeanant courts and, more generally, for services to problem youth in the areas of prevention, detention, and parole. Some of the general principles may also have applicability for such other volunteer service areas as hospitals, churches, service organizations, and political parties (but at present the applicability to these areas is far less certain and far more conditional).

Despite the tremendous fact that approximately 50 million Americans donate substantial time to volunteer work of all types, volunteers still must be considered a most underdeveloped human resource. It was only rather recently that their services were extended to the fields of mental health, public welfare, mental retardation, and lastly, the courts. With regard to their use in the area of probation, we expect that prior to 1960 there was great hesitancy to trust volunteers in this most sensitive and exposed service area.

Although, during the past 6 or 7 years, much knowledge has been acquired relative to the probation volunteer, the evidence on which this manual is based still is fraught with severe limitations. First of all, there is presently no *absolute* proof that volunteers do, in fact, help probationers. This fact is not terribly unreasonable when we consider that there is still no striking agreement or consensus as to either the objectives of probation or the criteria of success. Still, several volunteer courts do present impressive statistics on reduced recidivism and institutionalization of juveniles in those communities where volunteer programs have been operating, and all can provide dramatic examples of the impact of volunteers both on the probationers and on the community. Not one volunteer court has ever retreated from its venture into volunteerism in the belief that its programs were ineffective. The conviction that volunteers are effective is powerful, frequently fervent, and generally backed by the expert judgment of the many professionals who have observed probation programs both with and without the aid of volunteers.

More information concerning volunteers in the court setting is presently being produced, particularly in the technical report of the Boulder County Juvenile Delinquency Project (chapter 12), but the benevolent impact of volunteers on probationers can be a matter of scientific certitude only as more support is provided for research, and as courts become willing and able to fit their operations into stricter experimental designs.

The core experience from which this manual draws heavily is with the Boulder Juvenile Court, Boulder, Colo., where Judge Horace B. Holmes began 7 years ago with 10 volunteers in a single job category. Since then, over 600 volunteers have worked for the court in some 30 jobs ranging widely in character and level of responsibility. The volunteer staff today numbers 125, all of whom work closely with the Judge and the four full-time paid probation officers. The authors of this manual have been personally involved in Boulder's program development either as regular staff members and/or as volunteers, and their opportunities for analysis were critically enhanced 3 years ago by a grant from the Office of Juvenile Delinquency and Youth Development of the U.S. Department of Health, Education, and Welfare. This grant allowed for innovation and experimentation with a wide range of volunteer roles and permitted the evaluation of their impact on the juveniles, on court structure and functioning, on the volunteers, and on the community.

The grant also provided the resources to contact other volunteer courts and to compare their experiences. Central to this effort was a Conference of Volunteer Courts, convened in Boulder in May 1967. About 80 representatives from 20 leading volunteer courts and interested national organizations met over a 3-day period to discuss the various aspects of volunteerism in the court setting. The conference was tape recorded and its proceedings subsequently published (chapter 12). Boulder representatives have continued to maintain these contacts in some 20 visits to other volunteer courts over the past 2 years, and have, in the course of investigation, developed an information file on each of 150 volunteer courts.

The manual which follows has been constructed so that each chapter can be read independently, if desired, in those cases where the reader has a reasonably good general orientation to the subject, such as is provided in chapter 1, Introduction and Overview. Chapter 2 is devoted to general planning considerations. Subsequent chapters are individually concerned with such particular areas as recruitment, screening and selection, volunteer training and orientation, the instillment of volunteer incentive and support, and the assessment of volunteer programs. Descriptions of typical volunteer program types such as volunteer probation officers, tutors or foster parents are published separately and are briefly summarized in chapter 12, along with references to information available on the various subjects.

Throughout, this manual details ideal procedures rarely attained in practice, even by the most experienced courts. While court volunteerism may seem difficult to implement, experience has shown that even small courts with quite meager resources have consistently made it work. Essentially what is needed are administrators and court staffs committed to the *idea* of volunteers and dedicated to effective and efficient program development and maximum use of available resources. While ideals cannot be expected or achieved at all times, they should be clearly set out and approximated as nearly and as often as possible.

While this manual attempts to focus on relevant detail for the planning and management of volunteer programs, caution must be used in the acceptance of specifics which are especially vulnerable to varying conditions from one community to another. Any guidelines should be adjusted to the special features of one's own community and the particular needs, philosophy and procedures of a given court. While no two courts operate in exactly the same way, volunteers have shown that they can adapt to court requirements at least as much as the courts can adapt to them.

ACKNOWLEDGEMENTS

Anyone who compiles common sense wisdom assumes an unlimited debt to its custodians. We have room to mention but a few of the many who have contributed to making this a more truly national compendium of volunteer court knowledge. We have borrowed liberally from their writings, and have profited from their review of this manuscript or parts thereof.

We thus express our appreciation to: Dr. Gordon H. Barker, Department of Sociology, University of Colorado, Boulder, Colo.; Honorable William H. Burnett, Presiding Judge, Denver County Court, Denver, Colo.; Mrs. Anna Mae Earles, Supervisor, Volunteer Services, Cook County Department of Public Aid, Chicago, Ill.; Jewel Goddard, Director, Juvenile Department and Skipworth Juvenile Home, Circuit Court for Lane County, Eugene, Oreg.; Honorable Montague R. Hunt, Municipal Judge, Ferndale, Michigan; Gerald D. Jacobson, Assistant Director, Juvenile Department and Skipworth Juvenile Home, Circuit Court for Lane County, Eugene, Oreg.; Honorable Keith J. Leenhouts, Municipal Judge, Royal Oak, Mich.; Jerry L. Nordstrom, Chief Probation Officer, Brighton, Colo.; Honorable Wilfred W. Nuernberger, Juvenile Judge, Lancaster County, Lincoln, Nebr.; Dr. Leonard J. Rosengarten, Director, Juvenile Division, County Court of Philadelphia, Philadelphia, Pa.; Mrs. Eva L. Scott, Voluntary Services Officer, Junior Village, Washington, D.C.; Ralph M. Susman, Deputy Director, Office of Juvenile Delinquency and Youth Development, Washington, D.C.; Robert D. Trujillo, Director of Probation Services, Denver County Court, Denver, Colo.; Mrs. Ruth C. Wedden, Director, Volunteer Service, Juvenile Court of Dade County, Miami, Fla.; Jack E. Wetherall, Director, Clearing House, University of Colorado, Boulder, Colo.; and, Honorable Marshall Young, Pennington County Judge, Rapid City, S. Dak.

Finally, Miss Lenore Kupperstein made a substantial contribution to the editing, organizing, and polishing of the final manuscript. Her contribution far exceeded normal editorial expectations, and accounts for much of whatever effectiveness in language the reader may find in this manual.

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CHAPTER 1: INTRODUCTION AND OVERVIEW

The service gaps in the system of juvenile justice and the rehabilitation of the offender traditionally and primarily have been attributed to: (1) the lack of sufficient numbers of well-trained and highly qualified personnel, and (2) the lack of adequate community services upon which the courts are partly, if not entirely, dependent. As such, understaffed, underpaid, and overburdened probation departments are unintentionally undermining the rehabilitative efforts of courts and correctional agencies. While it has been estimated that approximately 1 million youngsters pass through the juvenile courts each year, only about 12,000 of an estimated 100,000 paid correctional workers render their services to youth outside of the institutional setting, to those on probation and parole.

While some authorities view probation-associated rehabilitation services as the primary responsibility of existing community service agencies, many of these agencies fail to provide adequate services to delinquent youth. In part, this dearth of community service is a consequence of unrealistic service demands, political pressures, and an on-going policy of nonacceptance of problem youth. As a result, many of the youngsters who could benefit from such community-based services are denied such services and are, instead, subjected to the often harmful consequences of institutional confinement. Such indiscriminate use of institutionalization must be viewed as an inexcusable waste of public funds and, more importantly, human resources.

In an effort to avoid the route of further taxing the local communities in order to purchase more adequate services for probationers, an experimental program aimed at providing maximum service at minimum cost was implemented through the extension of the use of volunteers to court settings. While volunteerism is not new to the United States (an estimated 500,000 individual agencies such as hospitals, political parties, fire departments, and the Red Cross, are served by some 50 million volunteers—one out of every four Americans), it was not until the beginning of the present decade that they were utilized by the courts. Five years ago there were only three or four volunteer courts, 2 years ago only 25. At present, an estimated 110-125 courts are utilizing the services of volunteers to provide or to supplement probation services. The 10,000 court volunteers currently active are providing a huge variety of services to which the more than 150 distinct court volunteer jobs in 20 different major job categories give ample testimony.

In essence, the basic purpose of the volunteer movement was to increase rehabilitation services to probationers without a corresponding increase in the expenditure of regular staff time, money, and effort. It was expected that volunteers, well selected and well trained could, as a result of their knowledge, varied backgrounds, and experience, discover and illuminate some previously unsuspected service gaps. The guiding philosophy behind this volunteer movement can be stated rather simply. First, it is clear, for example, that 30 volunteers can provide greater individual attention to 30 probationers than can a regular paid staff of three or four. Further, the availability of a larger staff can more effectively and intensively provide new areas of service, ranging from individual tutoring to marriage counseling. Finally, volunteers as members of the community they serve, can become powerful allies of the court in developing support for various youth programs sponsored by the court and other agencies, and in ensuring more effective use of resources presently available.

In general, recruitment of a sufficient *number* of volunteers has not posed a problem to courts implementing volunteer programs. There are, ordinarily, large numbers of reliable, responsible adults seeking a chance for meaningful part-time service in their own community. Rather, the dangers have been, for the most part, in the areas of nonselective over-recruitment and poor program planning and development. The momentum of implementing too many programs too soon is tempting but dangerous and can too easily lead to general confusion, lack of direction, dislocation of normal operations, and even frustration and hard feelings among those citizens turned away.

It is, therefore, best to start on a small scale with one or two programs, using a few carefully selected volunteers assigned initially to positions of assistant probation officers or tutors. Positions such as these are generally attractive to the volunteer because they involve direct personal contact with the probationer. Furthermore, they represent logical priorities in the rehabilitation process, are likely to make sense in terms of public relations with the community, and are relatively unlikely to prove threatening to the paid, professional staff. Once such programs as these are operating smoothly, a new phase of volunteerism might be introduced in connection with diagnostic testing or presentence investigations where volunteers might be used as monitors or information-gatherers.

Needless to say, circumstances and situations vary and as such, the exact order and chronology of program development will be determined by the needs of the individual courts and communities. Regardless of the *rate* of program development, however, the following considerations should be kept clearly in mind, especially at the outset: (1) programs should be relatively easy for regular court staff to manage; (2) they should be of a nonthreatening character; (3) they should be attractive to the volunteers; (4) they should be potentially effective in meeting the real needs of the juvenile probationers; (5) they should be of such nature as to merit favorable community response; and (6) programs should not be expanded indefinitely or indiscriminately but *only as the need arises.*[1] *In general, as programs expand, cost accounting methods should be applied to growth in an attempt to determine the point at which time, money, and effort invested to operate additional programs no longer yield profitable returns.*

It has been noted that volunteer programs can grow too rapidly or can reach a saturation point from the sheer standpoint of time available to regular staff for supervising volunteers and juveniles, time needed for individual and overall record-keeping, work-time expended by the volunteers, and time spent by the juveniles themselves in the new programs. A youngster, participating in too many programs at once, guided by different volunteers, may be pulled in too many different directions or simply may not have enough time to himself. The danger of *overprogramming* is a totally new kind of problem facing the traditionally understaffed probation departments, but it is a serious problem nonetheless.

With regard to recruitment of volunteers, there are several alternative methods which include word-of-mouth, news coverage, addresses to community organizations by court staff or experienced volunteers, mail solicitation, and direct, personal requests to individuals or organizations. So far, the most successful method, at least in communities of moderate size, has been word-of-mouth.

While there is no *typical* volunteer, recruitment has been more successful with members of the middle class, although some volunteers have been drawn from the ranks of the blue-collar workers. Some courts have also been successful in using ex-offenders and graduates of Alcoholics Anonymous as volunteers. In any case, most of the meaningful jobs can be handled by the vast majority of people who volunteer. At the same time, however, there are certain specific court positions which require special or professional training. Some examples of the services requiring such training are legal, religious, psychological, vocational, and marriage counseling; the interpretation of diagnostic tests; and the evaluation of sight, hearing, and medical examinations. The *National Register of Volunteer Jobs in Court Settings* (chapter 12) lists some 25 distinct professional skills currently contributed without charge in one or more of the existing volunteer courts. In the past, these courts have been relatively successful in recruiting professionals-as-volunteers such as social workers, psychiatrists, lawyers, and ministers, many of whom provide regular services to the courts and form the core of a court's volunteer program.

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[1] Operating manuals for each of the several types of programs which have proven successful in volunteer courts are detailed in a separately-published series of manuals described in chapter 12.

Unfortunately, not all would-be volunteers are acceptable, thereby making careful screening and selection most essential. Careful job placement is also important. With a wide variety of jobs available, accepted applicants should be placed in a position which, to the extent possible, satisfies both their needs and desires and the court's purposes. Character as well as competence are crucial factors in the selection process, for volunteers are a reflection of the court in the eyes of the community and a powerful influence on the probationers they serve. Therefore, every effort must be made by the court to protect the juveniles and the community from the "undesirable" volunteer who, even with the best of intentions, will not be suited to this type of work.

Whether "undesirability" is discovered at the initial interview or during a recommended trial period, the utmost tact must be employed in rejecting, terminating, or modifying the nature of their services. Community goodwill and the success of volunteer programs can be seriously jeopardized by citizens offended because their services have been curtly refused or terminated.[2]

Two important considerations in the implementation of volunteer programs are volunteer orientation and training. While the issue of "how much training" has not yet been satisfactorily resolved, it is the consensus of the most experienced volunteer courts that as a minimum, volunteers should be oriented to the general purpose and guiding philosophy of the juvenile court. Introductory material should be brief and to the point, supplemented by staff-conducted orientation and training sessions. Most courts presently issue some materials to the new workers outlining the court structure, the types of juvenile problems with which the courts deal, and the general purposes and philosophy of the probation programs. At a later time, additional materials and more training sessions can detail their specific limits of authority, their roles and obligations. In most cases, initial orientation simply phases into on-the-job training in which the volunteer may be required to accompany the staff probation officers or the police on their rounds, to attend court hearings, and to visit correctional institutions. It should be noted here that regular consultation with staff supervisors continues to be of crucial importance throughout the volunteer's entire work experience. In order to make the volunteers feel that they are a vital part of the court process, the regular staff should frequently seek out the ideas, comments, and reactions of the new workers.

It should be remembered that while volunteer training may not resemble the conventional training methods, volunteer orientation should avoid rigidity and should be sufficiently instructive and informative so as to bring out the natural qualities and advantages of the volunteers without attempting to convert them into substitute professionals.

Volunteers, while willing to work without salary, do expect some return or reward for their services in the form of personal satisfaction with their work. "Good" volunteers normally desire assignments that are both meaningful and valuable to the court, while at the same time offering some personal challenge.

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[2] Chapter 4 on selection discusses strategies that may be used in these situations.

While volunteer programs are complex and often difficult to evaluate, direct observations of volunteer courts indicate clear and positive effects not only on the probationers but on the volunteers and the community. Offender recidivism and institutionalization rates appear to diminish concomitant with the development and operation of volunteer programs. Dramatic successes are often reported, outright failure only rarely, and actual damage done by volunteers, never.

With the caution that "simple" statistics are never as simple as they seem in their interpretation, some encouragement may be drawn from at least two of the established volunteer courts. Since its volunteer programs began, Boulder has been among the one or two counties in Colorado exhibiting the lowest rate of (State) juvenile institutionalization. Despite the fact that the volunteer programs enable their keeping some of the "hard core" juvenile offenders at home in the community, Boulder's re-arrest rate is at, if not below, the national average, and its proportion of child-days in local jails is also decreasing significantly. Another volunteer court in Royal Oak, Mich., also reports a young adult recidivism rate of only 6 percent, a rate far below the norm prior to the inception of volunteer programs.

While the volunteer programs seem to have a positive and measurable effect on the probationers, they are not totally devoid of some problems for the court, not the least of which is the drastic role change for the regular probation officer by virtue of the redirection of his energies. With volunteers as "intermediaries," the regular probation officer will often find that he has less direct contact with the juveniles and concomitantly more administrative and supervisory duties. He may even come to feel threatened in his professional capacity, thus creating conflict between the regular staff and the volunteers. While the volunteers should not abuse their authority, the professional must become doubly professional in his response to the volunteers and must give them the leadership and guidance so necessary to the success of these programs. The irony is that far from diluting professionalism, volunteers make greater demands on it than ever, and by their demands on its leadership, enhance it. Thus, the volunteer-professional relationship should be one of *complementary partnership*. As a professional, the regular staff member must provide the impetus and dynamic leadership and must serve as a check on the over-eager volunteer. Volunteers, on the other hand, must learn to accept and rely on the guidelines, support, and professional leadership provided by the regular staff. When volunteers and professional staff learn to work in harmony, the entire court undergoes a positive change by being personalized and infused with the enthusiasm and vitality of a new program, reinforced by new or rejuvenated community support. In such cases, the court will soon discover that it is not just a judicial arena in which justice is meted out, but a social agency sworn to search out and find justice.

Indeed, almost as important as the direct impact on the juvenile probationers has been the community reaction and response to volunteer programs. Through the enhancement of public education frequently brought about by these programs, the courts can more readily gain the acceptance and support it so often needs but too often lacks, not only for its own programs but for constructive community-based youth programs in general.

CHAPTER 2: CROSSROAD QUESTIONS IN PLANNING A VOLUNTEER PROGRAM

Before one begins to examine the mechanics of court volunteer programs, some issues of a more general nature should be considered. Regardless of the extent to which courts and communities differ from one another, all must face a number of common questions and issues which arise prior to the actual inception of volunteer programs. Most of these crossroad questions and issues are directly related to the planning and development of such programs, and all of them require a considerable investment in time and thought in order that sound structural planning be assured. Whatever course of development is followed during the initial planning stages, steps should be taken to avoid premature commitment to any rigid system, and tactical flexibility should be infused at each stage of the developmental process.

With this background in mind, we might now begin to consider some of the crossroad questions and issues which will inevitably face the planners and developers of volunteer programs.

Guiding Philosophy

The guiding philosophy may best be viewed as the general framework within which a given program will operate and the direction such program will ultimately take. At the very least, it is a statement of the basic ideas and goals which govern the planning process. While the guiding philosophy will necessarily vary according to the specific needs and requirements of individual courts and communities, volunteerism (although essentially adaptable to wide ranges of purposes and procedures) appears to be most compatible with progressive, rehabilitation-oriented approaches to correction. One example of a well-developed guiding philosophy might well serve as an illustration.[1]

> Volunteer services are an integral and coordinated part of Juvenile Department services, rather than an appendage.
>
> Volunteers are partners with the professional staff and comprise an important part of the treatment team.
>
> They complement rather than replace the professional staff.
>
> They are not paid and, therefore, have a special meaning and value to the children they serve.

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[1] This guiding philosophy was developed by Gerald D. Jacobson, Volunteer Coordinator of the Lane County Juvenile Department, Eugene, Oreg.

> They represent community care and concern rather than professional treatment in their relationship with children.
>
> They bring a richness and variety of talents, skills, and interests which are given through large investments of time and energy to meet both the normal and special needs of children on an individualized and group basis.
>
> They help the professional staff to more effectively treat the whole child and his physical, social, emotional, and intellectual needs.
>
> They relieve the professional staff of time and energy, both directly and indirectly, so that professional services may be maximized by diverting them to areas of greatest need and concern.

While the statement above appears rather general in nature, it does touch on matters of crucial importance such as the intended role and function of volunteers and their relation to the regular staff. More specific and mechanical details of operation may be included in the guiding philosophy but more appropriately should be set down in the "practicum" which will gradually emerge from the planning process and may be modified according to the needs indicated by actual experience.

Program Size

As indicated earlier, the size of a given volunteer program is functionally dependent upon the particular needs of the court developing the program. With one exception, volunteer courts have begun on a small scale, and all have undergone initial periods of trial and error, stresses and strains. Such growing pains, however, must be viewed as a normal part of the growth process and should be expected to occur. However, it will be both easier and more efficient to modify a program which is small, manageable, and flexible than to continually adjust the program on the basis of feedback experience (although to some extent, growth should be paced by experience).

In a court of moderate size, a "small" program would consist of 15 to 20 volunteers. These 15 or 20 will have only barely noticeable effects on staff time and will require few, if any, major adaptations in the system of record-keeping, communication procedures, and in the administrative structure. Generally, at this stage of development, relatively informal arrangements will still suffice so that, for example, there might be no need for a volunteer program administrator.

Regardless of the size of the court, however, a small program would ordinarily be comprised of far fewer volunteers than probationers and somewhat fewer volunteers than regular paid staff. As a general rule, volunteers should *not* outnumber regular staff by more than 2- or 3-to-1. For a small program, it is additionally recommended that particular attention be paid to the screening and selection of volunteers. In order to provide some assurance of quality at the outset, it might be wise to restrict selection to professionals and/or particularly trusted and respected friends of court staff. From the experience gained through this initial trial period during which the program is still within the bounds of strict control, will come the knowledge needed for improved effectiveness and paced growth.

Directly related to the number of volunteers serving a given court are the distribution and types of volunteer jobs available. While there are at least 20 distinct major job categories, it is wise to concentrate, at least at first, on one or two. Denver County Court, with 600 volunteers, still finds it appropriate to keep one basic volunteer job format. The determination of which of the many job categories will be chosen should again be guided by the express needs of the court staff.

In order to retain effective control over programs, a number of courts have deliberately halted program growth beyond a certain point. In general, volunteer-staff ratios have stabilized between 2- and 10-to-1, although some have gone as high as 30-or 40-to-1. Once again, the program ceiling should be established on the basis of need and feasibility considerations as well as cost benefit concerns, rather than on the basis of perceived threat to the regular staff, difficulties of communication, or mere inconvenience. Thus, for example, Judge William Burnett is aware that his Denver County Court volunteer staff of 600 creates huge problems of communication and administration. Yet, he intends to live with this dilemma because he believes that "the program in a large core city (is) a drop in the bucket unless it can be mass produced."

If, on the other hand, experience seems to indicate that the optimum ceiling appears to have been overreached, retrenchment in the size of the program is possible. This, in fact, was the situation with which the Boulder court was faced during the point in time at which volunteers numbered 175–200, and outnumbered the regular staff by 50- or 60-to-1. When this situation created too many problems, the program was consolidated and the number of volunteers reduced to about 125. Indeed, the only approximate rule-of-thumb we can offer for setting a volunteer program ceiling is based on the concept of utility. More specifically, we would suggest that growth be curtailed at the point at which volunteers begin to outnumber the probationers who could benefit from volunteer help.

Selection and Acceptance of Volunteers by the Professional Staff

There is no doubt that careful screening and selection of volunteers will contribute greatly to the success of any program. The range in ability and experience of volunteer applicants is exceedingly large and leads to enormous variation in on-the-job performance. As such, casual or nonexistent screening procedures will allow for the admission of those less well suited to volunteer work who will consequently consume inordinate amounts of staff time in the conduct of supervisory duties. The drain of staff time would be more than offset by at least a moderately careful selection procedure designed to ensure the high quality and competence of volunteer service.

Indeed, the court staff should have a strong say in volunteer selection since volunteers must be acceptable to the staff both as individuals and as a collectivity. If the volunteers are perceived as threatening by the regular staff, the conflict which can be expected to arise will effectively undermine the entire program. Thus, substantial staff acceptance of volunteers is an absolute necessity.

Much of the degree of perceived threat by the staff is related to the role assigned to volunteers and the extent to which they are able and willing to adapt to role changes in their own professional capacity. Part of the problem stems from the fact that volunteers are quite new in corrections, and there has been nothing in the previous experience or training of the professional probation officer or social worker which has prepared him to make such an adjustment. Because of this, it is particularly difficult for staff to abandon their rather stereotypical image of the unskilled, untrained volunteer and to replace it with a notion of volunteer service which relies heavily on knowledge, varied skills, and proper work habits. Indeed, professionalism in probation is still a relatively recent innovation so that it is somewhat natural for a professional probation officer to be particularly sensitive to and covetous of his professional status. To complicate matters even further, the predominantly middle- or upper-middle-class volunteer occasionally out-ranks the probation officer in status outside the court setting. Thus, the probation officer might find himself in the awkward position of directing, inside the court, the work of a volunteer of higher social status outside the court.

One further element should be noted in rounding out the picture painted above—that being the existence on court staffs of paid *nonprofessional* personnel. Frequently, it is not so much the professional staff which resents volunteers as it is the line staff characterized by their lower pay, lesser training, and perhaps lesser understanding of the role of volunteers.

Perhaps the key point which emerges from this discussion is the necessity of familiarizing the regular staff with the ways in which volunteers can and will be used, the areas in which they will be working, what can reasonably be expected from them, and what should be expected with regard to consequent changes in the role of the professional vis-a-vis the volunteer and the probationer. It is particularly important to stress the fact that volunteers will serve to enhance rather than detract from staff professionalism by relieving the staff of many of their more routine, nonprofessional duties and thereby freeing them to operate more effectively at their maximum professional level. The staff must be convinced that volunteers are primarily intended as a supplement to professional services rather than a replacement for them. This is true even when the volunteers recruited are themselves professionals in allied fields.

Just as the staff has primary responsibility for the volunteers, volunteers must early be made aware of their responsibilities and obligations to the regular staff and of the limits of their authority, in order that mutual respect and acceptance can govern staff-volunteer relationships.

In general, staff are likely to follow the lead of the Judge when it comes to acceptance of volunteers. However, even under the best of circumstances, it will probably take a long time for the staff to become comfortable with, rather than merely tolerant of, volunteers. Yet, every effort must be made to achieve that degree of mutual acceptance and respect.

Role Differentiation

The role of the volunteer is a crucial factor in the issue of staff acceptance, and thereby directly related to the success or failure of the program. Therefore, considerable forethought is not only desirable, but essential relative to such issues as what jobs a volunteer should be asked to perform, what jobs he should not be asked to perform, what positions should more properly remain in the domain of the paid professional, and finally, what should be the proper relationship between volunteers and regular staff. During the Boulder Conference of Volunteer Courts, just about every imaginable answer or suggestion was proposed. Although this area of concern dominated the discussion, little emerged in the way of consensus. At this point, then, we can only present some of the possible alternatives for consideration, giving proper weight to the pros and cons of each approach.

Perhaps the most impressive list of alternatives relates to the number of jobs volunteers can perform. The *National Register of Volunteer Jobs in Court Settings—1967* (chapter 12) describes some 150 distinct jobs which volunteers have performed in court settings, grouped into the following major job categories:

Advisory council member
Arts and crafts
Home skills
Recreation
Coordinator or administrator of programs
Employment
Contributions of finance, facilities, and materials
Foster parents (group or individual)
Group guidance
Information on probationers
Miscellaneous court support services
Neighborhood work
Office work (clerical, secretarial, etc.)
One-to-one assignment to probationers
Professional skills volunteer
Public relations
Community education
Record-keeping

Data analysis
Religious guidance
Tutor, educational aide

It should by now be obvious that there are many options in setting up volunteers to fit your particular needs, ranging widely on the dimensions of routine and level of responsibility. Some courts concentrate on the rather undemanding jobs of filing and general clerical work, transportation services, the gathering and distributing of books and clothing, or assistance in the area of arts and crafts. These kinds of "housekeeping" jobs will tend to prevail where the court's assigned function of volunteers is the alleviation of staff routine and drudgery. Probably, these types of role assignments are less threatening to the professional staff and easier to control. On the debit side, however, it is becoming quite clear that most court volunteers who are serious about their work want meaningful, responsible positions which will get them involved at a more than superficial level. In this domain, the most pressing problems so far have occurred in the areas of recruitment and volunteer turnover.

Other courts, which find the notion of "housekeeping" volunteers less satisfactory, tend to trust their volunteers with positions of greater responsibility and freedom. Examples of these more responsible positions are: volunteer probation officer assigned 1-to-1 to a probationer; group guidance leader; pre-sentence investigator; and foster parents.

As the level of volunteer service is raised, different types of problems tend to arise. Chief among these are the problems of anxiety created among the regular staff due to the changes made in their traditional roles. The regular probation officer will now find himself more extensively involved in administrative and personnel work, supervision of volunteers, and public relations, thus leaving him less time for direct supervision of probationers. Finally, he will be called upon more than ever for crisis intervention and discipline, since the volunteers tend to come to the regular staff with probation problems they cannot handle.

The extent to which the introduction of volunteers in a court setting results in a dislocation or radical change in professional position and roles of court staff members is a subject still open to question. However, the majority opinion seems to be that the presence of volunteers *will* have a profound effect on court organization and function; it will tend to reshape the probation officer's role in relation to the probationer (and create new roles vis-a-vis the volunteers), and will consequently produce certain strains in the system.

In the most extreme position of those espousing this view, the basis of probation is seen as the establishment of a personal relationship with the probationer, in which the main ingredients are interest, concern, common sense, a desire and the ability to help. As such, the volunteer is as likely as the probation officer to possess these necessary human qualities and more time to work in establishing the desired relationship. In this view, the probation officer is considered fortunate if the volunteers leave him with any job at all, much less an altered one. While this extreme is not representative of the majority of volunteer courts, this all-embracing view of volunteerism is more likely to prevail in smaller courts or courts with seriously undermanned or nonexistent regular paid probation staffs.

The antithesis of the above is the position that only professionals have the skills necessary for direct work with probationers and, therefore, that volunteers have essentially nothing to contribute to this area of corrections. This view is more likely to prevail in larger courts, well-endowed with a professional staff.

Intermediate between these extremes is a view which makes most sense to many, including the present writers. This is the position that volunteers and paid professionals have separate and distinct roles which can co-exist without conflict and do reinforce each other to the overall benefit of all concerned.

To be sure, there is still uneasiness on both sides, partly due to the newness and ambiguity of the program. However, a mutually enhancing partnership is the clear and stated ideal, despite the fact that relative roles have yet to be operationally defined and fully resolved. It is perhaps to the credit of most court volunteer program supervisors that they have and continue to emphasize the distinctness of roles and concomitantly play down the notion of superiority-inferiority relations. Some of these positions taken by the supervisors can be illustrated in the following citations excerpted from a report on the Boulder Conference of Volunteer Courts (chapter 12):

> Our Court sees no role conflict, but rather two different functions, a professional function and the volunteer function.

The same court notes elsewhere that their volunteer counselors have primary responsibility for one-to-one contact with probationers, whereas the paid probation officers ". . . have several key jobs: (1) assisting in making pre-sentence reports; (2) selecting volunteer counselors or making contacts with community agencies; and (3) supervision of volunteers. The professional probation officer goes over the corrective recommendations with each volunteer. His help is available at any time to the volunteer."

Another court stated:

> We see the volunteer's role as sharply distinct from the professional. The volunteer should be a warm, understanding, older, wiser, permissive friend, worthy of emulation, not a surrogate probation officer, not an authoritarian figure. It's fine to use volunteers one-to-one in this context, but every volunteer-assigned child should also have a regular probation officer, too, in a complementary relationship.

Still another court noted:

> When a volunteer program is initiated, probation officers will still have some personal contact with probationers, but their role will shift much more into work in the

> community. We did a time study of the activities of our staff probation counselors last year, and found that a very small percent of their time was devoted to one-to-one working contact with juveniles. (Even prior to the advent of volunteers), a great deal of Probation Officer time (was) spent working with schools, families, people who can provide employment opportunities, and in juvenile prevention programs which are more community-based activities. I think the professionals are already moving in this direction. . . .

One final commentator stated that:

> As for any distinction in volunteer and professional roles; for many years, the probation officer has spent a great deal of time doing pre-sentence work, providing materials for the judge to decide who goes on probation. It would seem natural for the professional probation officer to go on in this diagnostic area in which he has perhaps the greatest skill, while the volunteer takes over the area of probationer supervision in which, I think, he has demonstrated he can function.

At the risk of making things seem as if they were permanently resolved, it seems worthwhile to outline here some of the broad areas of consensus in distinguishing the volunteer and paid professional roles in probation. First, both the volunteer and the probation officer have a public relations, public education function, although the volunteer's role in this area is generally more informal in nature. The probation officer will usually discharge his function in this area by way of speaking engagements and press interviews. A second community-related responsibility which is shared is opening up opportunities for the probationer. While the probation officer is certainly concerned with helping probationers find jobs and preparing the juveniles for them, the volunteer can concentrate on the same task for his probationer in particular. In so doing, he can utilize personal contacts the probation officer may not have at his disposal.

The one area in which there is little or no overlap between the volunteer and the paid professional is the volunteer role of performing routine housekeeping chores. As was indicated above, the primary purpose of such jobs is to free the probation officer to operate more effectively in his professional capacity.

Between these and the more responsible volunteer roles, a huge chasm exists in philosophy and function, although the same court may employ volunteers of both types. The principal trust-role for the court volunteers today is a one-to-one relation with the probationer, designed to function primarily on the basis of friendship and support by a suitable adult model. The probation officer could perform this role as well, but he rarely has time to establish the necessary rapport in any single case. Additionally, his closer identification with the court must be seen as a drawback whereas the volunteer is less identified with the court for the probationer, and is, therefore, more likely to be seen as a potential friend. In fact, reasonable role differentiations can be built on these real differences, and they should be used to their full advantage in assigning role responsibilities.

As for rather exclusively professional roles, there are several which should be pointed out. The first is in the area of diagnosis which calls for the probation officer's special professional skill.[2] Much of the volunteer's subsequent success with a probationer will depend on how well this job has been done.

A second area in which the success of the volunteer depends on the success of the professional is that of leadership, guidance, and direction. In terms of staff time and energy, this means that the probation officer, allied professional in social work or psychology, and the judge will have less direct guidance-contact with the probationers and more with the volunteers. In other words, they will become less involved in guiding problem youth, but more involved in teaching the adults (volunteers) to guide problem youth. In general, it can be stated that the probation officer will be faced with significantly more supervisory and administrative work and that the volunteer will, to some extent, become the intermediary between the probation officer and the probationer.

One exception to the notion that the volunteer depends primarily on "human qualities" rather than "skill," is the volunteer-professional who contributes his professional skills in allied fields such as psychiatry, social work, employment counseling, and the like. (Approximately 25 such skills are now donated to one court or another by volunteer-professionals). The contributions of such volunteer-professionals are particularly significant for courts with small paid probation staffs and lack of available community resources. Regardless of the skills of these volunteer-professionals, it is still the job of the regular probation officer to organize the effective use of these skills, to determine who needs them, and to make the decisions as to when and where they should be applied.

The Question of Authority

The question of authority is part of the question of role. It still remains largely unresolved with respect to the volunteer's authority vis-a-vis his probationer and his authority vis-a-vis the regular staff. As to the former, the court generally reserves for itself the responsibilities of discipline and broad policy decisions for the goals of supervision. However, even when the volunteer is relieved of major disciplinary responsibility, there frequently comes the time when the volunteer must decide at what point he should report his infractions to the regular staff, and how much in the way of probationer infraction he should report to the probation officer. Other questions revolve around just what he should report and when he has the advantage of privileged communication as a priest or psychiatrist does.

When a volunteer does report infractions, his friendship role with the probationer is somewhat compromised, but the staff, as a result of such reporting, is better informed about the activities of the probationer. If the volunteer is considered an extension of the probation officer, he is rather obligated to make such reports. When the volunteer does not report, he risks the allegation of unethical and even illegal conduct. Moreover, he may actually be doing the probationer a disservice in not reporting by failing to allow for corrective action to be taken. In a word, the volunteer's role as friend to the probationer can conflict with his role of informant and assistant to the probation officer.

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[2] But even here, several courts have built diagnostic programs around a core of volunteers, professional as well as non-professional. Boulder's testing program is one example (see chapter 12).

At this point, it should be clear that the issues of privileged communication (with the exception of psychiatrists and priests) has not yet been resolved. Consequently, each court will have to establish its own guidelines and make them perfectly explicit to the volunteers and the staff.

More broadly speaking, there is also little consensus on the discretionary powers which should be reserved for the volunteer in his work with a probationer, both with regard to his tactics with the probationer and the points at which he should consult with a regular staff superior. Most courts recognize the danger in diminishing enthusiasm and "adventure" by demanding too much compliance from the volunteer. However, there are many gradations between a "taut ship" and rampant anarchy. Actually, there is little problem here for the more routine, restricted jobs of clerk, arts and crafts instructor, etc. The case is quite different, however, when the volunteer is granted a wide degree of discretion in managing his relationship with the probationer. The questions here are (1) to what degree is volunteer discretion superseded by the ultimate responsibility of the paid staff for the conduct of volunteers, and (2) to what extent is a volunteer subject to the authority of his professional supervisors.

The closeness and the character of control exercised must somehow take into account the special work status of the volunteer. Yet, this issue has not yet been satisfactorily resolved. In fact, this is one of the main reasons the paid supervisor may feel uncomfortable about volunteers in that his authoritative position vis-a-vis the volunteer is still rather ambiguous.

The diversity of volunteers, their desire to be treated as individuals, and their wide variation in ability and diligence means that the amount and nature of control exercised over one may be inappropriate for another. However, latitude permitted volunteers can be adjusted individually over a broad range, according to staff assessment. In this, administration of volunteer programs differs sharply from administration of paid personnel, where consistency in control policies is a greater possibility. Yet, in almost any court volunteer program there will be some volunteers granted tremendous amounts of self-determination and responsibility (they may be exceptionally able and experienced good friends of the staff). At the same time, other volunteers will be clearly checked in the exercise of responsibility. Such individual variation in court control is legitimate and even desirable, provided the criteria on which such policy decisions are based are, in fact, reasonable.

Regardless of policy, there will, nevertheless, evolve some sort of court administrative organization through which the volunteer program is managed. In this area, provisions for keeping tabs on volunteers will be of central importance in order that proper leadership and guidance are exercised.

A laissez-faire philosophy, which allows the volunteer wide latitude in responsibility and approach will require little administrative structure or staff time, but there is always the risk of inefficiency and lack of control in this approach. Moreover, many volunteers both need and desire guidance in their work and are distressed by total lack of direction. Thus, it is recommended that volunteers be accountable to the court, in some fashion, for their actions, but the degree of accountability must be made on an individual basis in each court.

Accountability, of course, works both ways. Thus, the court staff should make every effort to keep in contact with the volunteers. If accountability is based on the submission of reports by the volunteers, the court staff must read the reports and respond seriously and intelligently to the information, suggestions, and criticisms contained in them. No matter what the system, provisions for two-way accountability must be built into the administrative structure.

The type of administrative structure depends largely on the size of the volunteer program. If it is relatively small, informal arrangements will suffice. They will not suffice, however, when the numbers of volunteers become larger than 20 or 30 or when the volunteer-staff ratio exceeds two or three-to-one. More formal arrangements are especially important when there are large numbers of part-time volunteers working away from the office and, therefore, harder to contact. In general, the management of a moderately large volunteer program should parallel the management of a successful business enterprise. (Subsequent chapters will discuss some of the management details of good record-keeping, administration in general, communication, and program assessment).

With regard to the duties of the volunteer program administrator (discussed more fully in chapter 11), there is general consensus that paid professional staff leadership is necessary for the successful direction and operation of a volunteer program. At a certain point in the growth process, volunteer courts come to realize that at least one full-time paid administrator or coordinator is necessary. He may, of course, be assisted in his role by part-time personnel, but even if some authority is delegated to several people, ultimate authority and responsibility for administration should rest with one person who specializes and concentrates on volunteer management. He should be an "insider" in the court structure, able to speak and act with authority from within the regular court hierarchy, and should be fully cognizant of all communication lines and policy decisions. If not, the administrator will not be seen as part of the regular chain of policy and command. Where such is the case, the entire volunteer program remains pretty much isolated from the mainstream of court development. Indeed, such placement reflects a cautious and unconvinced attitude towards volunteers which the placement, itself, then proceeds to reinforce by built-in failure.

The best form of court organization for volunteer programs is not yet known, though several possible alternatives have been suggested. One approach, for example, is to place primary responsibility in a centralized volunteer program coordinator, with various responsibilities parcelled out to regular probation staff along with their other duties or partly (or largely) ceded to a semi-independent volunteer auxiliary. Needless to say, however, the form of organization finally chosen should be one best suited to the needs and organization of the individual courts.

CHAPTER 3: RECRUITING VOLUNTEERS[1]

Recruiting volunteers is not like finding water in the desert; it is more like controlling Niagara Falls. As such, the volunteer recruiter must, first of all, fundamentally shift his orientation from the oasis image to the Niagara image, and, as a corollary, must focus his attention on the issues of suitability and appropriateness to the court's service needs.

The Case Against "Shotgun Recruiting"

With reference to the above, it should be apparent that intense, unselective recruiting campaigns can be more detrimental to a volunteer program than they can be helpful. First of all, the overeager recruiter may quickly find himself saturated with an overly large number of volunteers of unknown quality. Secondly, over-recruitment often results in justifiable hard feelings among those who, having affirmed their desire to participate, are either given relatively meaningless jobs, or are placed semi-permanently on waiting lists. Thirdly, disproportionately large volunteer-staff ratios and volunteer-probation ratios are disruptive to the program in terms of ineffective supervision, reduction of volunteer morale, and inadvertent overprogramming of probationer activities. For these reasons, we would strongly recommend keeping volunteers to small numbers (a volunteer-probationer ratio of 1-to-1 seems a good, rough rule-of-thumb), particularly at the program's outset, and then build slowly, paced by the age, maturity, and experience of the program.

As a final word on quantity aspects of volunteer recruiting, we should note that the volunteer Niagara is real, but not quite so awesome as it initially appears. Ten volunteers applying for one or two jobs is not a fanciful situation. It is both real and problem producing. Yet, one applicant for one job is not optimal either. Two, three, or even four volunteer applicants for a given job is about optimum in view of the fact that a relatively large number of prospects (50 to 75 percent) are either rejected in screening or subsequently drop out of their own volition.[2]

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[1] The senior author is particularly grateful for comments and suggestions on this chapter contributed by Mr. Robert Trujillo, Director of Probation Services, Denver County Court.

[2] This figure does not apply equally to automatic inputs such as volunteer-trainee practicums for course credit, and contacts with people already well known to court staffs. As for the others, The Children's Division of Cook County Department of Public Aid has statistics on 193 volunteer prospects who had expressed a first-contact

With regard to the issues of appropriateness of recruits to court service needs, the volunteer flow resembles Niagara as much in its unharnessed nature as in sheer size. When offering paid work, one ordinarily describes the job quite precisely either in written or oral form. If this job description is clear, one can expect that, for the most part, job applicants will possess the necessary qualifications and skills.

The recruitment of volunteers however, is somewhat different in that volunteers may not wait for you to advertise or may offer their time and services without being quite sure of what they want or are able to do. Furthermore, their skills and experience may range far wider than those of applicants answering a want ad for a paying job.

It is clear that "walk-ins you-don't-quite-know-what-to-do-with" will inevitably present themselves if you broadcast a general appeal for volunteers. They can also be expected to appear when you circulate a job description of a rather general nature (typical of volunteer jobs), and will frequently turn up even when you refrain from recruiting altogether. In any case, only two alternatives for handling surfeit volunteer applicants are possible. The first is outright rejection whereby the volunteer administrator is faced with the unpleasant prospect of turning down citizens who understood that their services could be used and who offered them freely. Needless to say, this approach could have a serious and deleterious effect on community good will. The alternative to rejection is the creation of "make-work" jobs which, as noted previously, is demoralizing to both staff and volunteers.

Before proceeding to discuss the alternative to "shotgun recruiting," it seems worthwhile to indicate that there are times when recruit-created work is valuable. This would be the case of a walk-in applicant who possessed skills which were never considered or anticipated as being useful to the program. One example of this type of case is that of a Boulder optometrist who came in to volunteer his services to the court. It had never before occurred to the court staff that optometric service might be needed by probationers. However, it was soon discovered by the doctor that approximately one half of the youngsters on probation definitely needed some attention for improvement of vision. As such, a program was built around these services which the doctor subsequently expanded through the participation of the local optometrists' association.

There are, therefore, occasional striking exceptions to the rather demoralizing and meaningless character of most recruit-created,

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interest in serving. Follow-through after an appropriate interval showed only 41 percent of these first contacts still in the system in any way: 17 percent as active volunteers, 24 percent listed as willing to serve in the future. Only 27 percent of the original contacts went as far as filling out an application form. A recent survey in Boulder showed much the same thing. Over an 18-month period, only about 40 percent of our volunteer-prospect contacts had actually completed volunteer-registration forms. However, some of the non-registered 60 percent were actually working, usually on an occasional basis.

"make-work" jobs. However, creating the job to fit the person is not something that should be done for any and all walk-ins. Rather, it is infinitely more effective to develop a range of needed jobs calling for a wide variety of talent, skills, experience, and responsibility which could be offered the volunteer applicants. No doubt, at least some of these jobs will be more attractive and will more likely approximate the kind of work that applicants may desire than are the "make-work" emergency reactions to an excess of volunteers.

Focussed Recruiting and Selective Saturation

The most efficient and effective approach to recruitment, then, is focussed on selective recruiting of volunteers, and it calls for thoughtful planning. As one experienced welfare agency has stated:

> . . . prior to the time that a recruitment campaign is carried out, there should be a well-defined idea of how volunteers are to be used. Rather than recruiting volunteers and attempting to fit them into various aspects of the program, it is essential that the specific jobs first be defined and volunteers then be recruited for these positions.[3]

This planning process can be outlined in eight steps even though it is recognized that such a process generally does not occur quite so neatly in practice.

1. *Map your service needs.* Assuming you can obtain all the resources needed, define all services which you would desire to provide for probationers. Be guided only by services needed, as later steps will cope with the issue of realism—that is, the actual availability of these services. This inventory of ideal services should be revised periodically as probationer imput changes in character and as varying court needs are recognized.

2. Of the total catalogue, *determine which services are available from the regular paid staff.* At this stage, it is also necessary to determine whether such services, if they are available, exist in sufficient quantity, intensity, and timeliness.

3. Determine which *services* might be provided, at present or in the future, *by increased local or non-local funding for paid staff.*

4. Determine which of these *services* are *available from other local agencies by referral.* Determine also whether they are available in the *quantity* needed, and whether they can be delivered *as fast as needed* without overly long waiting lists. Another consideration is whether further effort on the part of the program administrator could materially improve the situation and thereby maximize the use of available local agency resources-by-referral. (It may also be appropriate to ask these same questions about non-local services-referral resources, although these are not normally a significant contributor to local probation departments.)

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[3] "Guidebook for Volunteer Services Programs in Minnesota's County Welfare Departments," the Minnesota Association of County Welfare Directers Committee on Volunteer Services and Public Relations, 1966. Address: Mr. William H. Judkins, Consultant, Community Planning and Services, Minnesota Department of Public Welfare, St. Paul, Minn.

5. Roughly, *subtract steps 2, 3, and 4 from step 1 to get the "remainder" or services volunteers might possibly provide.* If the initial, ideal list of services was complete, the "remainder" will include services which no paid source could provide.

6 *Determine which of these remainder services could be provided by volunteers.* Keep in mind that just because paid personnel cannot provide them does not mean that volunteers necessarily can. On the other hand, do not underestimate the versatility of volunteers. The *National Register of Volunteer Jobs in Court Settings* (chapter 12) will indicate which jobs volunteers have actually performed in one court or another. As noted above, this list includes about 150 distinct jobs in 20 major job categories.

At this point, the question of volunteer capability should be subordinated to the issues of whether the particular type of volunteer can be found in a given community and if so, whether the staff will accept the volunteer in this particular role.

7. At this stage it becomes necessary to *translate the list of needed services into a list of volunteers.* First, it is essential to cast the services to be allotted volunteers into clear and complete job descriptions. Particular attention should be given to the "job qualification" section in which the kind of background, skills, and experience needed, as well as the character, age preference, educational level, etc., should be clearly spelled out. Secondly, it is necessary to detail the kind of commitment you will expect in terms of time (minimum hours per week or month, number of months).

8. The *targets for recruiting* should by now be precisely defined. The next step is to *locate these targets and directly recruit them.* In locating these targets, it is necessary to consider the types of groups to which individuals possessing certain skills are likely to belong. A directory of local groups will be most helpful in obtaining such information and is generally available from groups such as the Chamber of Commerce or local government agencies.

If the located group is not too large, it may be better to contact each potential volunteer individually, by mail or phone, rather than approaching them "once removed" through their group representatives. Thus, for example, when Boulder wanted to reach the churches with a special appeal for help, each of the 90 churches in the county was individually contacted. The local ministerial association and some individual officers were advised of the project and their approval requested. If, however, there had been 990 churches instead of 90, reliance would probably have been placed on the officers and association, rather than on individual contacts.

This process of concentrating on the individual target group has been called *selective saturation* by the Denver County Court. This is not just a matter of intensity, but of adapting one's approach to the kind of person you desire to carry out the job being offered. As such, an adapted approach will necessarily feature a clear and complete job description and will, even for the same kind of job, present the selling points differently, depending on whom you want to attract.

While selective recruiting has proven most useful in current court practice, it should never be considered the only kind of recruitment approach. There will always be some appeals to the community-at-large for jobs which require "good and dedicated people," who can be found almost anywhere. Also, the bridge which volunteers build between the court and the community should rest on a foundation somewhat broader than just those people with special skills that the court happens to need.

Consequently, there are actually two approaches to recruiting. As noted, you can start from the court service needs, translate these needs into people who can fill the needs, and then "target recruit" accordingly, the goal being to find the people to fit your needs. Where this is impossible or undesirable, however, you will have to fit your needs to the available people. Court recruiting must, therefore, be viewed as a continuing negotiation between these two poles: service needs and available people. Energies must be directed toward the approach most realistic and efficient for a given community.

Where They Come From: Sources of Volunteers

In analyzing the volunteer potential of a given community and its relation to the service needs, it is first necessary to consider which sources of potential volunteers are available. No community has all of them in sufficient strength, but all communities have some of them. The tables in the Appendix indicate where volunteers have come from in the past, the pattern being quite consistent across different kinds of volunteer work—hospital, welfare, court, etc. Apparently, there is something approaching a "volunteer type" or types, and there is good evidence to indicate that the volunteer type is broader today than it was in the past. Elizabeth H. Gorlich's assessment is particularly optimistic. [4]

> Thus the source of volunteers has become the wide American public—and not just the prestigious upper crust of Lady Bountiful days. In these times of shorter workdays and workweeks, our communities are full of men and women with sufficient time, good will, and sensitivity to offer creative friendship to young people whose lives have been especially deficient in this essential spiritual nutrient. All that is needed is the catalyst—the institutional administrator with the conviction, courage, skill, and willingness to tap the source.

The section which follows emphasizes the sources from which volunteers have been drawn in the past. Where they will come from in the future is not necessarily the same, and will depend partly on readers of this manual. A final section makes some suggestions for opening up presently barren fields of volunteer recruiting.

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[4] Elizabeth H. Gorlich, "Volunteers in Institutions for Delinquents," *Children*, U.S. Department of Health, Education, and Welfare, July–August, 1967.

1. *Friends and acquaintances of staff or volunteers.* Figures shown in the appendix indicate that personal friends and acquaintances of staff or volunteers account for about 40 percent of volunteers. In smaller communities such as Boulder, this pool may be the largest single recruiting source. Larger communities needing more massive programs may have to rely more on impersonal methods, although in one welfare agency in Chicago, over 40 percent of new volunteer referrals stemmed from personal contacts by staff or active volunteers.

2. *Women.* As a rule, women are far easier to recruit than men. Large national studies report that 65 to 90 percent of service volunteers are women. Volunteer courts around the country, while solicitous of women volunteers, have indicated their need for more men since most of the probationers are male and need men to work with them. In general, however, the recruiting implication is: if either a man or a woman can do the job, it is easier to recruit a woman for it, and better to save the man for a "man-only" job.

3. *Middle class.* Volunteering today is overwhelmingly an upper-middle-class phenomenon, as is suggested by the average volunteer's income, education, and occupational status. The average annual income of volunteers is over $10,000, with at least one third of them having incomes exceeding $12,000 a year! At official poverty levels, there is only a vanishingly insignificant fraction, and even this may be spurious since it includes the temporarily impoverished student.

Recently, many have indicated the desirability of enticing working-class people into volunteering, but no real progress has been made in this direction outside the domain of the "paid volunteer" or "new careers" programs. Similar interest has been shown in attracting ethnic minorities, "indigenous personnel," and ex-offenders, but the greatest success in attracting, at least ethnic minorities, has come concomitant with their rise to middle-class status.

4. *Churches and religious groups.* It is difficult to say exactly what proportion of volunteers are "church people," including ministers and laymen. However, two impressions can be offered. First, a somewhat higher than proportionate number of court volunteers are church or religious affiliated. Second, a distinctly higher than average proportion of these church-source volunteers are key or leadership people in the volunteer programs. Pillars of the church regularly become pillars of probation.

The churches or religious groups where social responsibility concerns are prominent will be particularly good resources, and their court work has and probably will continue to be very predominantly nondenominational. Indeed, among the ministers in Boulder who responded to the call for volunteered pastoral services for probationers, a large number noted that they would welcome work with youngsters of any faith, on a nondenominational basis. Courts will, however, occasionally encounter fundamentalist groups whose natural interests lie more in converts and salvation than the more secular rehabilitation concerns of court probation programs. For the most part, however, court volunteers of all faiths have been working together with denominational issues being of little, if any, concern. Thus, it should be apparent that church or religious groups are an excellent resource for court volunteer recruiters.

5. *Service organizations, volunteer bureaus.* Like church groups, local service clubs such as Kiwanis, Lions, Optimists, and Rotary are an obvious recruitment resource. These branch even further into "special interest" groups such as the AAUW and various hobby clubs, military bases, and reserve groups situated nearby. Starting with a list of local clubs, it is possible and relatively easy to develop this sourse of manpower.

In addition, many communities will have organizations which exist solely to recruit and channel service volunteers. These groups include: volunteer bureaus, volunteer talent pools, college clearinghouses for volunteers, or even more specific "pure" volunteer groups such as Big Brothers, Big Sisters, or Alcoholics Anonymous. It will be useful to take advantage of these resources providing there can be sufficient control of their court activities and/or the right of refusal regarding referrals from them.

6. *Well-educated people.* The middle-class background of most volunteers would lead one to expect rather well-educated people. Still, the available statistics go far beyond even those expectations. Apparently, the welfare and probation volunteer is even better educated than the norm of his social class. According to available statistics (shown in the appendix) about 75 percent have had some college; over 40 percent are college graduates; and about 1 in 5 have advanced degrees! Such facts as these have enormous implications throughout the volunteer movement for staff-volunteer relations, etc. More specifically, they suggest that the volunteer recruiter should seek out the organizations to which well-educated people are likely to belong, such as the AAUW or college alumni groups. Secondly, they suggest that recruiting campaigns and volunteer jobs must appeal to sophisticated and perceptive citizens seeking meaningful and challenging volunteer jobs. As the Volunteer Bureau of Boston has noted:

> Today's volunteer knows more about welfare and health problems than ever before —and many people who come to the Volunteer Bureau Office are intelligent, skilled, knowledgeable. They are taking a real look at what they are going to do before volunteering. People do not want to *waste* time—they want to do something challenging interesting, and even, at times, fun—they seek a feeling of accomplishment and satisfaction.

7. *"People-contact" occupations and professions.* With such educational background, it is not surprising to find the occupation of the employed volunteer, or the former occupation of housewives and retirees predominantly high-level and professional (see appendix). Also, somewhat predictably, these are high-level occupations of the "people-contact" types and even include the helping professions. As such, they already have great potentiality for transfer of experience to probation work.

Use of occupational skills can be direct, as when the volunteer does for the court the same kind of work he does professionally (such as social work; marriage, vocational, or psychological counselling; medicine; driver training, etc.), or indirect. These professional skill contributions are extensive, first, in terms of the variety of skills contributed (at least 25), and second, in the number of volunteers contributing their professional skills. A recent mental health survey estimated that between 18,000 and 20,000 professionals were contributing their skills as volunteers. The Volunteer Bureau of Metropolitan Boston notes that:

> Some 10 percent of the 37,400 direct service volunteers meeting the weekly needs of Boston's network of health and social service agencies might be classified as "professional volunteers."

This 10 percent figure fits Boulder Court very well, and is at least as high in the Royal Oak, Mich. volunteer court. Most other volunteer courts, however, seem to have a somewhat lower proportion of volunteers-as-professionals, but almost every court is served by some professionals who are providing direct services to probationers or other expert guidance for the volunteers or staff who work with the probationers. It is interesting to note that the proportion of employed volunteers whose occupation or employment offers some court-transferable "people-contact" experience easily runs to the 70–75 percent range, and quite possibly is higher (see appendix).

In cases where volunteers-as-professionals have not been recruited, the reason is generally lack of staff acceptance rather than lack of availability. Unhappily, the stereotype of the volunteer subprofessional persists against all evidence and reason.

For the recruiter desiring to target in on the most likely occupational groups via their professional organizations, the following sources are suggested:

1. Teachers and other school-related personnel
2. Housewives
3. Church ministers and laymen, especially lay leaders
4. Attorneys
5. Helping professions: counselors, therapists, social workers, psychologists, etc.
6. College students—undergraduate and graduate
7. Businessmen and executives
8. "People contact" occupations: insurance, personnel, sales, etc.

There are further indications that secretarial-clerical, and military personnel are promising sources of volunteer manpower as are those who have made "retirement" their occupation.

8. *College "extra curricular" and "coursework trainee" volunteers.* Local colleges and universities can be and frequently are a tre-

mendous resource for court volunteer recruiting. At least half of the existing volunteer courts tap this resource in one way or another. While we know of over 50 colleges with some sort of organization which sends volunteers to work part time in the local community, there are surely many more of which we are not aware. In Boston alone, 9,000 collegians are estimated to be working as service volunteers. In the State of Michigan, and directly encouraged by the Governor's Office, 8,000 college volunteers in 35 colleges throughout the State contribute volunteer services in their own communities. For the most part, they concentrate on youth work, and about 10 of the colleges do some work with juvenile delinquents.

Another area of University participation is the coursework trainee, serving in the court as part of his practicum or field experience in programs of sociology, criminology, social work, psychology, education, ministerial training, or law. All seven professional fields have trainees in one or more courts, and often they constitute the original and/or core program of the court.

Yet, the surface has only been scratched among those whose need for and requirement of fieldwork components matches the need for trainee services in the local probation departments. The prospects for mutual benefit are apparent. What is more, faculty advisors may also inadvertently provide service to the court in the form of built-in supervision and training. The only cautions are that coursework philosophy must not be critically at variance with the court's, or the fieldwork too theoretical. Secondly, care should be taken to eliminate the occasional student who is concerned with his course credit and not with the nature, function, and responsibility of the program.

In general, since both the coursework and extra-curricular trainee are relatively close in age to the juvenile probationer, they are more likely to have the benefit of more natural communication. Furthermore, they can more realistically serve as models of achievement for the probationers than can adults of the "older" generation.

On the less optimistic side, however, several points should be noted. First, undergraduates have not yet formed the special skills a court may need. Secondly, the ordinary advantage of closeness in age may occasionally prove a disadvantage with young adult probationers who are as old or older than the collegians. Thirdly, the achievement model which students can effect may actually backfire and serve only to discourage the probationer. Lastly, the collegian is often a temporary resident in the college community, and is, therefore, likely to be away on holidays and during the summer months when juvenile probationers may need even greater attention.

These limitations notwithstanding, colleges are a rich recruiting resource for court volunteer programs and should be developed to the fullest. As such, it would be wise for a recruiter to contact a faculty member in one or more of the appropriate schools or departments and inquire if such a program exists, and if not, if it could be developed. Friends of the judge or a staff member on one of these faculties would provide a good source for the initial contact. If organizations for supplying extra-curricular college volunteers exist already, negotiations can begin directly with them. If not, it might be to the benefit of the court to move in the direction of establishing such an organization in conjunction with the college and other community agencies or organizations. Precedents already exist in probation volunteer programs in which the court has helped to set up a semi-independent organization acting as an auxiliary in supplying the court with volunteers are related services and materials.

9. *Other trainees.* Many other training organizations may be willing to provide volunteer trainees to serve as they learn. Examples are business colleges, the Job Corps, the Neighborhood Youth Corps, and executive training organizations such as SCORE (for retired people). These are particularly good sources for the administrative or clerical volunteer, usually in short supply.

10. *Teenagers.* Like collegians, teenagers are becoming more and more volunteer conscious, although national figures do not as yet show too many of them actually working in this capacity. This may, in part, be due to the fact that it is difficult to find a way for them to participate which is useful to the court, meaningful to them, and not too sensitive.

Teenagers can be recruited in the high schools, or in various social groups, and occasionally, they will take the first step by directly offering their help. Despite the fact that teenagers represent a potentially fruitful source of manpower, Boulder's experience with some 40 teenage volunteers over the past few years suggests some definite cautions. The first applies to direct contact with probationers where, again, the age factor may be disadvantageous. First, there may be a legal problem introduced. Second, and probably more important, is the lack of maturity which many teenagers manifest and which, therefore, may detract from their usefulness to the court. Indeed, we suspect that teenagers have as much trouble understanding each other as adults have in understanding them.

The problem of legal minority may be handled by insistence on a parental consent form similar to that used by Junior Village, Washington, D.C., and reproduced below.

PARENTAL CONSENT FORM FOR TEEN VOLUNTEERS

This is to certify that my (daughter)
(son)
(ward) (Name of volunteer)

has my consent to serve as a volunteer at:

Junior Village
4801 Nichols Avenue SW
Washington, D.C. 20032

(Date) (Signature of parent or guardian)

With regard to the lack of maturity, it should be noted that the typical teenager is not yet prepared for the sensitive responsibilities of confidentiality, leadership, and decision-making which probation work requires. One Boulder tactic has been to place these young people in relatively nonsensitive, noncontact areas such as a high school advisory council or library work. However, many of these young volunteers are not satisfied with this kind of work. Even if they are, it is questionable whether the tremendous investment of court supervisory time is actually merited in terms of the outcome.

Another way of coping with this problem is to insist that a responsible adult volunteer work directly with each group of 10 or 15 teenagers. This is the policy of Junior Village in Washington, D.C. Still another tactic is to encourage teenage volunteers to work in the area of prevention with distinctly younger problem children. Boulder, for example, has assisted in the formation of a high school volunteer group whose members will work as tutor-counselors with selected elementary or junior high school children. One further suggested approach is to redirect teenagers to more organized, less sensitive volunteer settings such as hospitals, the Red Cross, etc.

The somewhat cautious view of the teenage volunteer presented here has been conditioned by the sensitivity of court-associated probation work. However, it is only fair to state that others are far more optimistic in their appraisal of the teenager's potential for volunteer work generally. (See, for example, Guion Johnson's book cited in chapter 12.)

11. *Middle-agers.* There does not seem to be any prime age for volunteering. Volunteers, including court volunteers, have come in all ages from early teens to the eighties. While volunteerism is in the very image of youth—full of hope, idealism, and energy, youth seems to be more a matter of attitude than of years. The percentage curve does not appear to drop off after the teens and twenties. In fact, it generally reaches its peak during the middle years of life.

The various surveys summarized in the Appendix indicate that 40 to 60 percent of local volunteers are in the 30 to 55-year age range. It does not seem to matter that these people are in the busiest years of life in terms of employment and child-rearing. About 35 percent to 40 percent of Boulder's volunteers are employed full-time, and of the remainder, many are collegians and housewives. Boulder's 137 community volunteers reported having a total of 196 children, almost half of whom were under ten years of age.

12. *Retired people.* On a national scale, approximately 10 percent of local volunteers are 60 years of age or older. The two probation volunteer estimates from Boulder and Royal Oak, Mich., show a distinctly lower figure ranging from 2 to 5 percent. Despite these small numbers in the courts, retired people who do such work are often key people, at least administratively, and are generally devoted and loyal to their programs. Generally, this dedication can be explained by the fact that retirees have time on their hands and

want to remain productive. As one of them has stated, "I'd rather wear away than rust away."

The court-volunteer share of retirees may be small at present, but this resource is likely to become more important in the future due to increasing proportions of senior citizens in the population and the increasing frequency of early or mandatory retirement.

13. *Activists and busy people.* Recruiters are naturally inclined to concentrate on those people who seem to have the time for volunteer work rather than on those known in the community as activists and, therefore, already very busy. However, such activists should not be ignored by the recruiter since they have already proven by their activism that they are "doers" and usually willing and able to do more. The contributions of these activists to volunteerism are nothing less than impressive. College "activists" seem to be the prime service volunteer prospects.

National surveys place the percentage of volunteers who are otherwise employed full-time at between one-quarter and one-third. Among Boulder court volunteers other than collegians, the percentage is 40 percent. Moreover, the Volunteer Bureau of Boston sees a "trend in the use of employed people as volunteers. These follow the 'loaned executive' approach of United Funds across the country."

The "unemployed" volunteers are largely collegians and housewives. The court volunteer mother, for example, seems to average between two and three children of whom, as noted above, about half are under 10 years of age; 15 to 20 percent of the time she has at least one child 4 years of age or younger. Thus, while these people are not busy in the sense of "paid employment," they are certainly to be considered among the "activists" who could be fruitfully recruited.

14. *Married or single.* National surveys have indicated that 75 percent of the volunteers are married women, with a somewhat smaller percentage being married with children. In the only court volunteer sample we have, the proportion of married people seems slightly lower, with the proportion of single people reaching about 30 to 35 percent (see appendix).

15. *Political parties.* With some relief, we have noted that partisan politics has not played a significant role in service volunteering. In Hausknecht's 1955 results,[5] Democratic, Republican, and Independent service volunteers occurred in about the proportions one would expect from their numbers nationally. The same is true for probation volunteers in particular; the courts we know of have something like the natural local proportions of political persuasions represented among their volunteers. And, happily, partisan politics has been completely subordinated to the immediate problem of probation service.

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[5] M. Hausknecht, *The Joiners*, New York: Bedminster Press, 1962.

To our knowledge, probation is the first major area of community service volunteerism which may come under the direct leadership of partisan-elected or appointed people (judges and probation officers, in some communities). Yet, as noted, there is no evidence that political partisanship has ever spread to volunteer-probation work itself.

In terms of recruitment, we would suggest that the court never deliberately concentrate recruiting on its own political party. If anything, deliberate attempts should be made to avoid doing so or even to appear doing so. However, political activists, civil rights protesters, etc., if not too extreme, may be good prospects for service volunteerism, and court volunteerism is a channel for redirecting the energies behind political activism toward the positive social change political activists desire.

16. *New folks and home folks.* Newcomers to town are a fertile recruiting field, probably because they are not already overloaded with service activities, and also because they view court work as a way of meeting people in the community. About one-half of the Boulder volunteers have been local residents less than 3 years.

Whether newcomers or first families, the rule is to recruit people from the community in which they are to work, or from the same section of a large city, if possible. The town in which the court is located is probably the easiest place to begin recruiting. However, in the case of a jurisdiction which includes a central town and several satellite towns, it is wise to recruit volunteers from the satellites as well as the central town in which the court is actually located. It might even be well to establish a "branch office" in one or more of the satellite towns in order to serve the probationers who live there.

Occasionally, it will be necessary to use volunteers from one town or locality to serve in another. This is not impossible to accomplish, but it does have its drawbacks. Generally, such a nonresident volunteer will not know the community as well, thereby making communication and a sense of belonging more difficult to achieve. Additionally, transportation for such volunteers can be fraught with difficulties and quickly mounting expenses which could otherwise be avoided.

17. *The national volunteer.* One final source of volunteers to be considered here is the "national volunteer," born and raised in another community, but working in yours. A prime example is the VISTA volunteer. Unlike part-time local volunteers, the VISTA volunteer is paid enough to live on, works full-time, and comes to the court with at least a general background and some training for the work. Obviously, local pride and community knowledge which a native resident may have may be lacking at first. However, even this can be converted to advantage. The national volunteer, standing outside local attitudes and sensitivity, may have a different perspective and may be in a better position to take the risks associated with innovation and change.

A salting of VISTA volunteers appeals to many courts especially when programs are just in their beginning stages. About a dozen courts were known to have used them in 1967.

The "recruiting" procedure for obtaining VISTA volunteers is to write VISTA stating your needs and the case for their assistance. The address is: Volunteer Information Service, c/o VISTA, Washington, D.C. 20506.

At present, our impression is that the court demand for VISTA volunteers exceeds the supply. However, there may well be other national volunteer-type programs recruiters could tap such as the summer "work-study" programs for students. An organization which provides the latest information on such forms of voluntary national service is the National Service Secretariat, located at:

Suite 500
1629 K Street NW.
Washington, D.C.

It is recommended by the writers and by those who have had experience in recruiting court volunteers that full advantage be taken of all manpower sources available in your local community. Again, the problem has not been one of quantity, but of quality.

Recruiting Approaches and Techniques: General Principles

1. *Selective recruiting.* As indicated above, it is wisest to begin a recruitment campaign with a full understanding of your particular service needs and with a full knowledge of the kind of volunteers you want to fill these needs, i.e., your recruiting targets.

2. *Appraise local recruiting potential realistically.* Temper the knowledge of whom you want with the knowledge of who is available and who can be attracted to serve. Do not waste a lot of time on sources unlikely to produce any volunteers, however desirable these people might be in potential. Rather, concentrate recruiting efforts on probable payoff areas which conform most closely to the types of volunteers needed to fill the present service gaps.

3. *Be clear about various staff recruiting roles.* It is essential to determine who is to do the recruiting, who will assist, and how it will be done. Needless to say, not everyone is capable or desirous of recruiting. The staff person who works well with probationers or is exceptionally good at supervising volunteers, is not necessarily good at recruiting. This point should be taken into consideration when developing the plan for recruitment and for selecting a volunteer coordinator (who generally plays a large role in recruitment).

Indeed, although the better staff recruiters should play the largest role, it should be expected that most staff members will be making some referrals via their contacts among friends or within the community-at-large. Staff's first-hand knowledge of job requirements will help to ensure that competent people are selected as volunteers. And, since the staff has to accept them on a working basis, it is most desirable that they have a hand in their selection as well as in some operational responsibility.

A suggested policy is to let staff: (1) recruit as they can individually, their own volunteer supervisors; (2) take a leading role in setting recruitment policy and standards; and (3) have recourse to a screening veto on volunteers recruited by another for them. Such volunteers may be acceptable to other staff members.

4. *Have clearly in mind what you will be able to offer the volunteer in return for his services, and be prepared to present this clearly to him.* Chief among the motives of the volunteers (chapter 6) are the "helping motive," the desire for meaningful personal relationships, the need for identification with a meaningful enterprise, and an opportunity for growth and learning. Since these are generally inherent in volunteer work, it is not necessary to create volunteer motives or to develop special incentives or fringe benefits unrelated to the work itself. What is needed most of all is meaningful work. Consequently, your best recruiting asset is a good program, with good leadership, and community support. Thus, recruiting begins with what you have to offer in the way of work, and it stands or falls on its own merit.

If the volunteer applicant is made to understand that opportunities exist for him to engage in meaningful work, and if the job description presented to him is clear and complete, it will not be necessary to use high pressure tactics in order to attract competent and dedicated workers. In fact, the hard-sell approach should be avoided since most likely, it will attract more volunteers than you have jobs for. More important, it may encourage the superficial, less competent volunteer who will be a drain rather than an asset to the program.

It is true that prospects who turn out to be consistently good performers often need encouragement at first in order to build their confidence. However, one rule to remember is that it is not worth using high-pressure tactics on basically reluctant people since there are so many basically willing and capable people on whom to draw.

While these points can be made in general about your "offer" to volunteers, it should be kept in mind that volunteers are ordinarily rather individualistic. Wherever possible, therefore, your recruiting offer should be adapted to the individual prospect.

5. *Give careful thought to the balance between recruiting in terms of community groups and in terms of individuals.* By contrast, the unaffiliated volunteer is generally attracted to this type of service work via personal acquaintances, talks, newspaper articles, brochures, and the like. There is usually a bit of both in any volunteer's background, but the predominance of one type or another generally dictates differences in style of volunteering and in the program consequences.

The advantages of the unaffiliated individual are: (1) he is more likely to have been known or screened personally by staff before his acceptance; and (2) there is more assurance of his commitment to the work based on his loyalty to an individual friend on the staff, or to the program itself for which he volunteered. On the other hand, the advantages of group recruiting are: (1) you get more volunteers at once, (and programs in large cities need mass recruiting if they are to make a significant impact on their problems)[6]; (2) if the group is cooperating as a continuous recruiting resource, input is more stable; and (3) the group may relieve the court of much of the administrative machinery needed to organize and support the work of volunteers.

At one extreme, the entire process can be handled "on call" by the group, including assignment and management of the volunteers involved. In Miami, for example, the volunteer program administrator need only call on the Society of St. Vincent de Paul for emergency probationer-transportation needs. The group then takes over the entire operation. Other courts have similar relationships with groups such as Alcoholics Anonymous, Big Brothers, Big Sisters, sociology faculties, and the like.

The possible danger of this kind of relationship arises when the court is not satisfied with the way the service is performed or is unhappy about its priority in receiving the needed service. Even where the philosophies are consonant, however, the group-as-volunteer will naturally serve its own purposes, needs, or clients, sometimes before it serves the court's. Real conflict of interest can occur, in which case, the court can lose control of its own volunteers. While these represent real and pressing problems, it is possible to deal with them effectively. One way is to avoid, where possible, those groups committed to providing a particular service in a particular way unfavorable to the court, and to favor, instead, groups which simply want to serve and will, therefore, follow the court's instructions. Friends of the Juvenile Court in Washington, D.C. has had its volunteers regularly referred in this less particularized way by women's social clubs, the Junior League, the National Council of Negro Women, etc. Denver County Court has taken it a step further, sometimes using groups whose primary function is not volunteer service at all; for example, the telephone company, a federal employees' association, even a professional football team.

Going still further, the court can use groups whose principal function is to refer volunteers for any and all agency purposes as needed. These groups include the local volunteer bureau, talent pools, college clearinghouses, the United Fund, and even the "Welcome Wagon." At this point, the cycle has been completed in that via groups we have reached back to the essentially unaffiliated individual volunteer who, in this case, uses the volunteer bureau mainly as an employment agency for volunteer work.

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[6] Junior Village statistics show about 70 percent of their volunteers in Washington as group-recruited. Denver County Court has a similarly high proportion, while in the much smaller community of Boulder, only about 30–40 percent of the volunteers could be called "group recruited," and these are mainly collegians.

Recruiting Approaches and Techniques: More Specific Approaches

1. *The personal approach and the friendship chain.* Sometimes the most effective recruiting method is simply a direct request to a friend or acquaintance. Many people who might not respond to other recruiting approaches will respond to the direct, personal request. In a sense, they welcome the invitation to serve.

The direct request is particularly effective in pinpointing exactly the person and service you need, and is, indeed, the acme of focussed recruiting for the difficult-to-get volunteer. However, the personal contact approach does not necessarily have to be directly focussed. Instead, it can be the natural consequence of broadening links of acquaintance between the court staff and the community. In fact, an extremely important variation of the personal approach is what we have called the "friendship chain." It is the oldest recruiting technique of all, and can simply be stated as word of mouth—one person tells another.

In the courts, one begins the chain with friends of the Judge and regular staff. Then, experienced volunteers also start bringing in their acquaintances or members of the organizations to which they belong. Thus, the friendship chain is very effective in getting people, and what is more, the right kind of people. It has an excellent built-in screening procedure, and thereby provides a good safety mechanism against the utterly naive or unsuitable volunteer. Moreover, on this basis, the entire court takes on something of a family atmosphere between and among volunteers and staff.

One other beneficial byproduct of the friendship chain is that growth of volunteer staff tends to be steady and paced. While no recruiting method can ever completely control the flow of volunteer recruits, this approach seems less likely to explode and overwhelm the program with superfluous volunteers. Rather, it tends to grow as the program expands and as new needs are recognized and acknowledged. What should be avoided, however, is a chain of acquaintance built up as a consequence of perceived threat by the staff, and/or a chain of personal contact so tight as to breed insularity.

When handled properly, the friendship chain is effective and well worth the effort invested in establishing and maintaining it.

2. *Talks given to local groups.* Such addresses or informal talks by staff or experienced volunteers are very effective in attracting recruits. Boulder speakers, for example, have rarely returned from a speaking engagement with a local group without attracting at least three or four interested prospects. This is particularly true of cases where the speaker addressed himself directly to such matters as program goals, content, and job descriptions, and has provided concrete evidence in the way of tapes, films, brochures, and application forms.

Generally, speaking engagements do not need to be solicited. More likely, they will be increasingly pressed upon you as your volunteer program attracts attention in the community. This situation, in fact, has moved some courts to form a "speaker's bureau" in which experienced volunteers serve along with regular staff.

3. *Tours of facilities and programs.* Some courts have found that this method of introducing the community to court activities has been particularly impressive for prospective volunteers. Generally, an inspection of juvenile detention or correctional facilities will be a "shocker" to most citizens and thus an effective way to impress upon them the unpleasant alternative to providing broader and more effective probation services.

The talk and tour approaches are still quite personal, and are useful for large-scale as well as small-scale recruiting. Recruitment in larger courts, however, must also make use of more impersonal approaches of "mass-media" type in order to obtain the necessary volume of applicants. Denver County's Director of Probation Services has put it this way:

> The entire technique of recruiting is dependent upon the volume demand of the court being serviced. A diverse approach with certain specific groups receiving a great deal of attention seems the best approach for high volume courts.

4. *Mailing of brochures or specially designed solicitation letters to selected target groups.* This is a technique where focus does not necessarily intervene with high volume. Materials should be carefully designed for impact and accuracy. They should also be effective in developing financial and material support for volunteer programs.

5. *Promotional material can be distributed in public places on a read-and-take-away basis.* While this approach saves expenses related to mailing, it loses some selectivity in the target group since it is available to a wide range of readers. More focus can be achieved by placing the material strategically in places likely to attract the kind of people you are seeking, e.g., churches, service clubs, professional associations, and the like.

6. *Press, radio, and TV coverage are essential.* Accurate and sympathetic coverage of volunteer programs by the mass media has provided yet another means of recruiting. In Boulder, for example, the local press even inserted volunteer help-wanted ads for the court, free of charge (see appendix). Radio and TV coverage could be worked the same way. Rarely has press coverage in Boulder resulted in fewer than five or 10 new volunteer applicants.

Actually, the danger in "mass media recruitment" is being overwhelmed. Consequently, we would caution the recruiter to make coverage attractive to the kinds of people desired. [7]

Problem Areas on the Frontiers of Volunteer Recruiting

As indicated above, court volunteers are still a new and underdeveloped manpower resource. While at present, known recruiting sources have been able to yield a supply of volunteers consistent with the demand, the fullest use of court volunteers will at some point require breaking new ground and tapping presently untapped or underdeveloped resources. The closing section of this chapter will be devoted to discussion of a few principal problem areas of court volunteer recruiting, and will suggest some approaches to attracting these underdeveloped sources.

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[7] A large part of chapter 9 on Public Relations is devoted to the cooperative employment of the press in court volunteer programs. Indeed, recruitment parallels public relations in many respects; it uses much the same techniques; it places substantial reliance upon it; and, in effect, it poses the ultimate test of community goodwill.

1. *Recruitment of men.* As noted earlier, women court volunteers far exceed the men serving in this capacity. Since, however, male probationers outnumber females by about 5-to-1, a special effort should be made to attract more men to court volunteer work. Some potentially fruitful sources for recruitment are: colleges, military personnel, national-service resources such as VISTA, and various service, social, or occupational groups in which men predominate (e.g., fraternities, medical associations, real estate groups, athletic groups, etc.). Retired men may also provide some additional manpower.

Location of the male-dominant source, however, is not enough to insure recruitment. In addition, the recruitment approach must be specifically adapted to appeal to men if it is to be effective. [8] Particularly, it must overcome the inclination to view volunteer service as women's work, and it must further eliminate the myth that volunteer work infringes on regular working hours. In some cases, just a few evening or weekend hours will be sufficient to accomplish the desired ends. Furthermore, work with probationers frequently involves activities such as bowling or camping which may already be a part of the adult male's recreational activities.

2. *The working class.* In general, members of the working class are located in certain identifiable groups such as unions, OEO-type neighborhood organizations, ethnic minority cultural or civil rights groups, etc. The problem is not in locating them, but in convincing them of the contribution they can make to probationers and the community through volunteer service.

Probably the reasons why working-class people have not participated in volunteer programs to any significant degree in the past, include the following: (1) they are more likely to think of themselves as "clients" of the court and, therefore, may perceive it as potentially threatening; (2) free service is viewed as a middle-class or upper-class phenomenon (which it now is) ; (3) working-class members have less free time due to their longer working hours; (4) they may be lacking in transportation and mobility; and (5) they may view unpaid service as essentially unprofitable use of time.

It may be necessary, in the end, to offer working-class individuals some financial compensation for their service, even if the sum is nominal. However, this approach would inevitably carry presently unpaid volunteerism into the realm of "new careers" and the subprofessional movement, both of which lie outside the present purview.

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[8] Appendix table B-2 shows the different reasons given for volunteering, by males and females. This table should be consulted for possible hints when planning the recruitment approach.

In order to recruit working-class members of ethnic minorities for volunteer work, special cooperative efforts and training programs might be established in conjunction with such groups as the National Council of Negro Women.[9]

With regard to the use of ex-offenders by the court, the cogent pros and cons of their effectiveness in corrections has barely been put to the test in practice—probably because their supply does not yet exist in substantial numbers. Task Force V's forthcoming report on the use of the ex-offender in corrections should contribute greatly to our knowledge in this area (chapter 12).

3. *Professional skills allied to corrections.* Needless to say, professional skills in corrections are always in short supply. We would, therefore, recommend that the recruiting approach utilized here should be the direct request to a friend of court staff in the desired profession (s), or a direct approach to the appropriate professional associations, perhaps in a way whereby services could be equitably distributed among the members of such associations.

4. *Other special skills.* Other special skills to be contributed by auto mechanics, cosmeticians, driver-trainers, and the like can be handled on much the same direct basis. Naturally, however, it is often most difficult to recruit for the volunteer positions which are most demanding in terms of time and skills. In Boulder, for example, tutors come easily, but volunteer probation officers are a bit harder to recruit, lay group guidance leaders still harder, and volunteer court foster parents extremely difficult.

Occasionally, success has been experienced in recruiting the higher ranks from the proven lower ranks. In Boulder, again, a number of volunteer probation officers were recruited from the ranks of tutors, while some foster parents were drawn from the ranks of volunteer probation officers.

The relative shortage of regular—as distinct from occasional-service volunteers has been noted in some courts. Here again, however, the same approach to recruiting might be used effectively—that is, recruiting regulars from the ranks of the occasional workers. In any case, one's own volunteer organization should not be ignored by recruiters.

In general, the court administrative volunteer has been harder to recruit than the service volunteer, and indications are that this trend prevails on a national level. Here, again, however, there are sources for recruiting these types of positions which have been relatively untapped. Such potentially fruitful sources are: neighborhood youth corps, business school trainees, work-study program participants, and retirees. Once more, it may be necessary to offer at least a token salary to clerical and administrative volunteers by virtue of: (1) the consistent and fairly long hours that such positions demand, and (2) the relative ease of getting paid employment for clerical, secretarial, and administrative skills, even on a part-time basis.

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[9] A most encouraging note was struck in the 1967 national Louis Harris poll where, of the citizens polled, a consistently higher percentage of Negroes than whites expressed a willingness to volunteer for various types of correctional work.

Conclusion

Everything that follows in developing a good volunteer program depends on good recruiting. Nothing done at later stages in the program development can repair or offset the damage caused by the failure to recruit skilled and dedicated people. But in the responsibility for the effective use of these selected recruits, recruitment itself is only the starting point. Quality control and effective job placement become the next crucial considerations.

APPENDIX

Recruiting Volunteers

Appendix A: *Where They Come From*

Appendix B: *Recruiting Techniques and Materials*

Key: Throughout this Appendix, basic references are keyed as follows:

Boulder: Data on Boulder Juvenile Court probation volunteers, to be reported more fully in the Technical Report of the Boulder County Juvenile Delinquency Project. Except as noted, figures here are for community volunteers, exclusive of college student volunteers.

Cook County: A report from Cook County (Chicago) Department of Public Aid, Children's Division, entitled: "Providing a Fairer Share of Better Tomorrows Through Volunteer Services at Children's Division" (1963–1966). Authors are Albert J. Neely and Anna Mae Earles.

Hausknecht: Murray Hausknecht, "The Joiners," The Bedminister Press New York, 1962. (We cite only his data on civic and service organizations, which he defines as having supportive or "do-goodism" functions.

Johnson: Guion Griffis Johnson, "Volunteers in Community Service," North Carolina Council of Women's Organizations, Inc., P.O. Box 25, Chapel Hill, N.C., 1967.

V.A. Hospital: "Recruitment and Retention of Volunteers for Service in Veterans Administration Hospitals," 1960, Veterans Administration Voluntary Service Committee on Recruitment and Retention of Volunteers.

Appendix A: Where They Come From. Profile of the Volunteer

A1. *Age*

Boulder Court,
137 community volunteers

Age Range	*Percent*
16—20	15
21—30	32
31—40	33
41—50	14
51 or over	6

Cook County: Chicago,
118 welfare volunteers

Age Range	*Percent*
30 or under	27
31—40	14
41—50	28
51—60	20
61 or over	11

Johnson: 525 North Carolina
Welfare Volunteers

Age Range	*Percent*
29 or less	14.1
30—39	31.0
40—49	27.0
50 or over	37.9

V.A. Hospital
10,110 Volunteers

Age Range	*Percent*
Under 25	3.9
25—45	29.4
45—65	53.6
Over 65	13.1

NOTES.—Age percentages were figured separately for men and for women volunteers in Boulder, with no significant differences noted. Hence they are combined here. As for the age of first volunteering, Johnson notes that the volunteer has been doing volunteer work most of her adult life. David Church (Chapter 12) quotes these figures: 58 percent volunteered for the first time when they were between 20–35 years of age; 87 percent of those now active plan to continue as volunteers. Though Boulder community volunteers average little more than 30 years of age, almost exactly 50 percent of them report at least one previous participation in volunteer activities.

A2. *Percentages of Women*

Hausknecht: 61 percent nationally.
V.A. Hospital Volunteers: 90 percent.
North Carolina Welfare Volunteers: 84 percent (Johnson).
Boulder Community Volunteers: 58 percent.
Boulder College Volunteers: 35 percent.

NOTE.—We have seen a 61 percent figure cited for VISTA.

A3. *Education*

Hausknecht reported results which showed a high level of education. Even back in 1955 ten percent had completed elementary school, 51 percent had completed high school, 39 percent were college educated.

As of 1967, results are even more impressive:

	Boulder Court 134 community volunteers (not-college students)	Cook County, Chicago, 118 Welfare volunteers
	Percent	*Percent*
Less than high school	* 10	8
High school	6	21
1—3 years of college	25	28
College completion	59	43
% with college completion plus advanced degrees (M.A. or Ph. D.)	20	19

* But ⅔rds of these are teenagers still actually in high school.

NOTE.—In addition, about one-quarter of Boulder volunteers report they are still taking college level courses as adults.

A4. *Family Status*

	Johnson 521 North Carolina welfare volunteers	Boulder Court, 137 community volunteers (not college students)
	Percent	*Percent*
Single	15	30
Widowed, divorced, or separated	11	8
Married	74	62
Married with school age children	46	[1] 50

[1] Approximately.

NOTE.—The proportion separately for men and for women were very nearly identical in the Boulder sample, and were combined. The 50 percent estimate in the last column of Boulder could not be precise since it is based on somewhat different categories than the North Carolina sample, but it is a very good estimate. Finally, it should be noted that "married" doesn't mean the same as "housewife" since some married women volunteers also have paying jobs outside the home and do not class themselves primarily as housewives (see A6.)

A5. *Family Income of Volunteers*

481 North Carolina Welfare Volunteers (Johnson)

Amount	*Percent*
$ 4,999 or less	20.0
$ 5,000 to $ 7,999	17.5
$ 8,000 to $11,999	21.6
$12,000 to $14,999	14.3
$15,000 or more	26.6

NOTE.—Hausknecht reported 1956 results showing 32 percent in the 3–5 thousand dollar range; 59 percent at 5 thousand or over. Assuming 100 percent inflation since then, this squares quite well with Johnson's figures. The typical occupational level of volunteers, below, further confirms the middle class to upper middle class picture.

A6. *The Occupational Profile of the Volunteer*

(*a*) *Employed or Not:* Three national estimates within the past 10 years, have placed the number of "employed" volunteers at 23 percent, 30 percent, and 37 percent (in professional and business only). Probably much depends on the kind of volunteer work; also on what one means by "employed". Among Boulder volunteers, 75 percent or more are employed if you count students as employed; otherwise the figure is 40 percent or less.

(*b*) *Type of Occupation:*

Boulder: Among 137 community volunteers, 28 percent are housewives; 26 percent are at least part-time students as adults; 26 percent are professionals, supervisors or own their own business; 3 percent are retired, and 8 percent are in the other category. Among the 28 percent who are housewives, the husbands' occupation is invariably high level, at least 75 percent are a type which would ordinarily be classed as "professional." Note that these community volunteer figures did not include fulltime college students who normally comprise between 30 and 50 percent of Boulder's volunteer staff.

The Volunteer Bureau of Boston reports a figure close to Boulder's in this area: 27 percent of volunteers are independent professional persons.

The *Cook County* listing of Welfare Volunteer occupations shows about 50 percent in three major categories: teacher, housewife, clerical worker. Among the other 22 categories, the most frequent were social worker, clerical supervisor, college student, insurance, secretarial.

Our analysis of the listed occupations for approximately 200 *Royal Oak, Mich.* adult probation volunteers indicates as follows: about 25 percent are school-related (teachers, counselors, executives, with teachers alone at about 16 percent;) about 25 percent are church-related, mainly ministers, but lay leaders as well; slightly over 15 percent are attorneys; between 10–15 percent are businessmen or executives; in the remainder the most prominent categories are housewives, 5 percent, and retired people, about 4 percent.

From the above, the most prominent categories would seem to be: housewives, college students, teachers, or school related, ministers or church-related, attorney, professionals generally, businessmen and executives, and retired people.

A "people-contact" tone may tend to run through all these, but this is somewhat speculative. Another volunteer court we interviewed said they got quite a few noncontact occupations and among the contacts, what impressed them most was a kind of initiative or even aggressiveness needed in contact, for example, attorney or salesman.

Appendix B: Recruiting Techniques and Materials

NOTE.—This section focuses on preferred recruiting techniques in terms of the extent to which these techniques have actually worked in attracting volunteers and includes selected recruiting materials.

B1 *Boulder*

137 community volunteers were asked on their Volunteer Registration Form how they first heard about Boulder Court volunteer programs. If more than one answer was given, only the first one is tabulated.

Source	*Percent*
Through a friend	44
Talks by court staff	16
Newspaper-radio	16
Through university news media or contacts	10
Through church	7
No answer or don't recall	7

B2. *Reasons For Volunteering Most Frequently Given by VA Hospital Volunteers.*

Factors	Percent who gave this reason*		
	Total	Male	Female
		Percent	*Percent*
Personal contacts with other volunteers	37.2	36.1	37.3
Personal contacts with organization's representatives	30.0	34.4	29.5
Appeals at organization meetings	28.9	32.9	28.5
Relative or friend in hospital	13.5	13.0	13.5
Newspaper appeals	8.3	4.8	8.7
Personal contact with other persons	7.3	9.8	7.0
Hospital open house days	4.8	8.2	4.5
Radio appeals	5.1	5.0	5.1
Hospital open house days	4.8	8.2	4.5
Hospital day programs	4.3	7.3	4.0
Form letter appeals	4.2	3.6	4.3
Hospital tours	3.8	5.8	3.6
Church or synagogue notices	3.5	4.7	3.3
Exhibits at fairs, etc.	3.2	4.1	3.1
Patient in VA hospital	2.9	2.6	0.8
Film showings	2.1	4.0	1.9
Television appeals	1.7	1.2	1.7
Individual letters	1.1	1.8	1.0
Posters	1.0	1.6	0.9
Recruitment booths in hospital	0.6	1.4	0.5
Recruitment booths in community	0.6	0.7	0.6
Welcome wagon publicity	0.5	0.6	0.5
Window displays	0.5	1.0	0.5
Flyers inserted in mailings	0.4	1.6	0.3

* The columns add up to more than 100 percent because a volunteer leader could rate more than one technique "very productive" or "fairly productive".

B3. *Techniques for Recruiting VA Hospital Volunteers as Rated by 2,300 Volunteer Leaders or Supervisors* *

Techniques	% who rated it very productive	%who rated it fairly productive **
Personal contact by committee (staff) representatives or other persons responsible for recruitment	38.2	27.5
Spoken appeals at organization meetings	34.4	32.8
Personal contacts with volunteers serving at the hospital	32.7	24.7
Hospital day programs	19.1	20.6
Hospital Open House Day	19.4	21.6
Hospital tours	17.6	18.9
Appeals to those who have had relatives or friends in VA hospitals	16.7	18.8

* The columns add up to more than 100 percent because a volunteer leader could rate more than one technique "very productive" or "fairly productive".

** The actual definition of who these people are is somewhat more complex. See VA Hospital Report, page iv.

B4. *Sources Referring Welfare Volunteers in Cook County (out of 480 referrals in all).*

Sources referring volunteers		*% of total referrals*
Staff:		
Volunteer services supervisor	17 percent	44
Current staff	13 percent	
Active volunteers	7 percent	
Former staff	7 percent	
Volunteer service organizations		17
Sororities and fraternities		12
Churches		4
Miscellaneous community groups, clubs, general publicity about program, etc.		23
Total		100

B5. *A Direct Mailing Appeal Sent to all Churches in the Courts' Jurisdiction:* Example from Boulder County Court

DEAR REVEREND ——: I am writing in hopes your congregation may find it possible to assist us in our efforts to guide and rehabilitate juvenile offenders. Already many individual members of our community have come forward to offer their services in court programs designed to guide youth away from antisocial and criminal ways. Some of these programs are described in one of the enclosures.

Many individual members of our community have volunteered their services in manning these programs, but there is much remaining to be done. There were over 800 juvenile arrests in Boulder County last year, and we hope the years to come will see that number drastically reduced. We believe that our churches will want to play a leading role in this effort.

If it should fit in with any part of your church program to make this problem and our local efforts to deal with it a topic for discussion, we would be very grateful to learn about the resulting comment, and we would especially welcome suggestions for improvement.

There is another way we may cooperate in facing this problem of great concern to the entire community. In our experience, it is very rare that a youngster having deep and sincere ties with the church of his choice, gets into serious trouble with the law. Accordingly, we feel it would be of great benefit to the welfare of any juvenile offender, if his church affiliation could be strengthened.

Court records normally give a juvenile offender's religious preference. Once this youngster and/or his parents have themselves identified this religious preference, it would seem both proper and desirable for us to let you know as the Pastor of his church, who the youngster is, in the hope that you might do whatever you deem possible to offer him the special guidance his troubled condition may require. The parents and family of the youngster are also frequently in need of responsible counsel and assistance in a number of areas, and we believe their church can provide this. We would hope, too, that their deepening commitment to you would be a future source of strength for your church.

For the protection of the child, the fact that he is a juvenile delinquent is, of course, not for general circulation, and this information should be conveyed to others working with him only at your discretion on a need-to-know basis. The manner of your approach to the child, or indeed the extent to which we direct him to come to a first meeting with you, can be worked out as you deem best in any given case. Essentially, we would be referring the youngster to you, for such counsel and services as you might feel called upon to give.

If your church would like to cooperate in this way, we would appreciate your writing us to this effect. Even though youngsters of your denomination may not now be on our rolls, it will certainly be helpful to us to know that we may call upon you for assistance at such time in the future as they may appear in Court.

We might mention, finally, that for any of your membership who may be interested, there are also many jobs for individual volunteers available at the Courts, including administrative assistants, coordinators (including a coordinator for our work with churches), tutoring, secretarial assistance, employment training and opportunities, and guidance of all sorts. We would be happy to talk with any of your individual church members who might be interested in this work.

Sincerely,

B6. *"Help Wanted" Ad Placed by Court for Specific Positions.*

Male or female, 15 to 80 years old. Important work for as many or as few hours per week as you wish, at $00.00 per hour, supporting the work of 125 other volunteers now working with juvenile delinquents in Boulder County; secretarial assistant, clerical, transportation, library assistant, test administration and scoring, data analysis, babysitting, program coordinator, lawyer consultant, etc. If interested call 444-1444 and ask for Mr. Hargadine, Mrs. Wise, or Miss Jorrie.

CHAPTER 4: SCREENING, SELECTION, AND JOB-PLACEMENT

If a court could recruit only those volunteers it needed and desired, no screening procedure would be necessary. Unfortunately, however, this is not the case; and thus it is necessary to build into the selection process some procedures for ensuring suitability, appropriateness, and quality control.

For planning purposes, the screening procedure may be divided into two phases. The first phase, concerned principally with *quality control*, is focused upon screening out the clear misfits as well as those intellectually, psychologically, or emotionally unsuited for court probation work. Further, quality discrimination among acceptable candidates will also be useful in assigning priorities for placement when there are more candidates than jobs available. It will allow for better placement decisions by directing the most capable volunteers to the more sensitive and demanding positions.

Phase two of the procedure is herein termed *job placement*. In this stage of the process, energies are primarily devoted to fitting the successful applicant to the job which best suits him and which is most beneficial to the court. Here, it should be recognized that equally "good" people may function best in quite different positions, depending, of course, on their particular background experience, skills, temperament, and talents. No matter what technical procedures are adopted, volunteer screening should be accomplished consciously, rationally, and effectively. Haphazard, unconscious, or non-existent screening will inevitably result in later problems for the volunteer program.

The crucial questions in developing the screening procedure should be asked in terms of cost-benefit—that is, what benefits can be expected in return for a given amount of investment-effort, and are the benefits which accrue to the court worth this investment?

Before weighing the return, it might be well to mention an estimate of the investment. Our impression is that a total staff time-investment of 3 to 4 hours will be sufficient for a relatively thorough screening of any volunteer (although most courts do not generally invest this much time). In return, the average court-welfare volunteer seems to put in a total of 100 to 150 hours during his term of service.

Basic Requirements: Decent Character, Minimal Adequacy

It goes without saying that certain people must be rejected from court volunteer work. These would include, at the very least, pathological deviates, people of defective or unsavory character, and the critically inadequate. While most newcomers to volunteer work fear an overwhelming assault by these types, experience has shown that they are, in fact, quite rare. According to Boulder's evidence and impressions gained nationally from volunteer courts, only about one or two applicants in 100 will belong to this class of rejects.

The reasons for screening out undesirable applicants are readily apparent. First, the youthful offender must be protected from exposure to such people. Secondly, the court's reputation in the community must be protected. Thirdly, unsuitable volunteers will seriously lower the morale of both regular staff and other volunteers.

In theory as well as practice, volunteer courts have varied between the two polar approaches to screening: complete non-discrimination where every applicant is accepted, on one hand, and an overly stringent approach on the other. In the latter case, the court adopts the screening process usually associated with a well paying job. In between these two poles, however, all sorts of gradations exist, and reasons abound for justifying the preference of more or less screening. While there are no considerations which can be viewed as conclusively pro or con a given approach, there are some considerations which will prove more or less important to any particular court in arriving at a solution uniquely suitable to its own purposes, community, and volunteer philosophy.

The Screening Approach

On the "less screening" side, there is often the feeling that, at worst, the volunteer can hardly do the probationer any more harm. While this is generally true, it should be remembered that much of the volunteer's impact on the probationer and the court depends upon the individual's sensitivity and the responsibility of the position he holds. Volunteers in very high-level positions such as group guidance leader, foster parent, or probation officer can be damaging when they are "over their heads." The same is true as well for many non-contact volunteer jobs requiring definable skills. An incompetent clerk or record-keeper, for example, can do an incredible amount of damage, and both program effectiveness and staff volunteer morale are at stake.

Morale considerations alone, seem to call unequivocably for serious screening, as neither the regular staff nor other volunteers should be obliged to work with ineffective volunteers. If slipshod screening forces them to do so, staff and volunteer morale will suffer, turnover will be high, and performance poor. [1]

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[1] Morale—especially staff morale—can suffer as well from the "overly effective" volunteer. Such a situation generally stems from a defensive posture to the introduction of volunteers into the court. In this frame of mind, the better the volunteer, the worse for staff in that the volunteer appears to represent proof that an unpaid non-professional can do the job just as well as a paid professional. To this extent, staff has a stake in rejecting superior volunteers while welcoming those more mediocre and subservient. Put otherwise, they have a stake in reverse selection which both reduces

Another reason given for the acceptance of all or most volunteer applicants is related to the issue of community good-will. In a broad sense, staff morale and effectiveness depend, to a large extent, on community acceptance and support. Court reluctance to screen applicants may, therefore, arise from fear of alienating rejected volunteers, and through them, wider segments of the community. However, if the philosophy behind screening is taken seriously, recruiters and/or screeners must be prepared to reject potentially unsuitable volunteers in favor of the dividends of more discriminatory screening—these being lower turnover, consistently better performance, and higher morale throughout.

For some, willingness is the only volunteer motive that counts. A volunteer is sufficiently certified merely by the act of offering his help to the court. As a consequence, the court feels obliged not only to accept the applicant, but to give him the job he desires. This conviction takes on a rather ethical tone. The question remains, however, that if there is an ethical obligation on the part of the court to find a satisfactory job for all volunteer applicants, how is that balanced against the court's other ethical obligations to the probationer, his family, and the community-at-large?

Actually, behind much of the reluctance to refuse volunteers lies a problem which is much more human than philosophical. It is not so much wanting to say yes, as not knowing how to say no. While we cannot guarantee totally painless rejection of volunteers, there are strategies which make the task a bit easier. In fact, two preventive preparations can be made before you ever reach the moment of rejection. First, selective recruiting will reduce the number of superfluous volunteers who will have to be rejected. Secondly, volunteer jobs should be depicted to the community as a privilege such that sensitive positions can be awarded to only a few of the many applicants. This notion of competition among "an elite" may also alleviate the resentment which may come with rejection. Thirdly, even during the screening process, unrealistic job expectations on the part of applicants should neither be encouraged nor maintained, as this is unfair and is bound to produce justified bitterness and disappointment. The applicant's aspirations are frequently strong and sufficient enough without undue encouragement.

On the other side of the coin is the overly stringent screening procedure, which may have the effect of discouraging the potentially good volunteer. For the potentially talented volunteer who needs convincing, the very opposite of harsh screening is required. Whoever does the screening must be perceptive enough to recognize the applicant whose problem is modesty rather than lack of talent. In this case, the applicant must be assured of his contribution

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the threat and neatly "confirms" their belief that volunteers are neither effective nor necessary. While some cases of rational counter-selection have been observed, it is rarely a conscious or deliberate effort on the part of the staff.

to the court and must be placed in a job best suited to his abilities and desires, so that his self-confidence can be raised even further.

One way to avoid outright rejection is the presentation of a counter-offer. This offer may take the form of a different type of job, and/or the same type of job at a lower level of responsibility. The counter-offer, however, depends on a reasonably wide array of job types and levels in the court. However, too wide a variety will probably be inefficient and, in any case, will fail to solve the problem of a larger *total* number of volunteer applicants than can profitably be used. If, however, a counter-offer is made but is not accepted, it then places the applicant in the position of being the "rejector" which may be easier for him to accept.

One alternative to the counter-offer may simply be the waiting list. Saying "wait" is generally much easier than saying "no," and again seems to reduce the amount of resentment or disappointment on the part of the applicants. It should be remembered here, however, that even this alternative can be easily overstretched.

One last alternative might be suggested. It might be useful to keep tabs on volunteer positions open in other agencies so that appropriate suggestions for similar opportunities may be afforded the rejected applicant. Here again, the pain of rejection is eased somewhat by the implication that inability to use their services is not a reflection on their value.

Incidentally, the local Volunteer Bureaus are usually most helpful in this respect, since their function is to move volunteers from oversupplied areas to those areas in which there is a demand. Moreover, participating agencies can, as a matter of public policy, agree to accept volunteers only through the bureau, as referrals in response to specific requests—with no guarantee of acceptance. Such use of a volunteer bureau tremendously reduces the strain of rejecting volunteers for the individual agency.

Whatever alternative is chosen, tact and honesty should prevail, and a direct approach can be taken whenever appropriate. One can explain very frankly to the volunteer why he does not fit in with program needs at a given time. Remember that volunteers, for the most part, are educated, perceptive, and sophisticated, and thus cannot easily be deceived.

Suggested Guidelines in the Approach to Screening

1. *The intelligent use of pre-screening.* Full screening procedures need not be applied rigidly in all cases. Notable examples are the applicant already screened, in a sense, by long acquaintance with the judge or senior staff member, or the established professional offering his services as a volunteer-as-professional. Even within the "normal range of applicants," foreknowledge can be relied upon in some cases, depending on skills, experience, and ability.

Recruiting-by-groups also offers opportunities for savings on individual screening. In a way, the court screens the group in lieu of the individual. Once the group has been accepted, there is an implied acceptance of almost any representative of that group. Thus, caution must be used initially in accepting the group as a whole. As such, it is recommended that the group be encouraged to do some screening of its own among those considered for court work. Further, it is wise for the court to establish the prerogative of a screening veto. If handled properly, group screening can be a reasonably effective technique for ensuring desirable individual member-volunteers.

2. *Job-tailoring.* In addition to concentrating on the quality and experience of the volunteer applicant, attention must also be given to job-tailoring. The volunteer administrator cannot insist upon rigid working hours and conditions as can an ordinary employer of paid personnel. Rather, there must be a sufficient degree of flexibility in terms of hours and job assignment, in order to ensure maximum adaptability to the needs and requirements of the volunteer, whether social worker, college student, housewife, or businessman.

3. *The paid-work model.* In a sense, the volunteer does receive payment for his services although in a different form from the paid-work model. The volunteer receives payment in the form of satisfaction in meaningful work and opportunity for growth in personal relationships. As such, the administrator has a right to insist on certain basic conditions, requirements, and standards. Since volunteers can quickly make a court resemble "big business" in terms of staff size, the administrator should rely on standard personnel practices and should adopt a serious business-like attitude toward his work and toward the volunteers.

4. *Promptness in processing.* In accordance with the above, decisions on volunteer acceptance should not be unduly delayed. It is unfair to leave the volunteer in a state of uncertainty any longer than absolutely necessary, so delayed decisions can be readily perceived as a covert and uncourageous way of saying "no." Once the volunteer is accepted, job placement must be accomplished as soon as possible, with follow-through up to and including the point of actually beginning the work. The point of acceptance is only the beginning of volunteer screening.

5. *A continuous, integrated process.* Screening is part of the volunteer assessment process which begins during recruitment and ends with the termination of volunteer service. After the initial screening process is completed, there can be any number of re-screenings addressed to such questions as the need for job reassessment, change of probationer, vacation needs, and promotion considerations.

6. *Who does the screening.* No cookbook formula covers this issue in all courts. Rather, there are certain suggestions which must be considered individually by each court in arriving at the best possible arrangement.

One such suggestion is that at least two independent estimates of each candidate be made in order to compensate for "blind spots" in any individual interviewer. At least one of the raters should be the staff person with whom the volunteer will be directly working. This is in keeping with the notion that staff members have a right to select volunteers with whom they can and are willing to work, and to reject those with whom they would not be comfortable, even for personal reasons. The alternative is forcing a volunteer on a supervisor who does not want him, and this situation ultimately ends in disaster both for the staff member and the volunteer.

If the volunteer's intended immediate supervisor is one rater, the other might be someone in a higher level position such as the judge, the chief probation officer, or the volunteer program coordinator. In any case, the second screener should be someone with a grasp of the court's and the program's overall goals and thus, someone who can contribute consistency to screening decisions. In all probability, such a person should evaluate all volunteer candidates while immediate supervisors should be limited in their evaluation to those volunteers for whom he would be responsible by virtue of their job placements.

Possession of interviewing and other personnel skills will also help to determine who does the screening, particularly in regard to the individual responsible for evaluating all candidates. Since probation work generally requires interviewing skills, there should be several members of the staff who possess these qualifications.

7. *Giving and receiving information.* While it is well accepted that screening is designed to obtain relevant information about the candidates, the giving of information as an aspect of the screening procedure is not as universally recognized. This phase of the screening procedure should assist the volunteer in learning about the court and its work by giving him background information about court purposes, its legal framework, working conditions, and the philosophy and goals of the volunteer program.

It should be apparent that screening is, thus, a two-way process in which both the court and the volunteer applicant require information necessary for the decisions which have to be made. A monotony of one-way lecturing does nothing for mutual decisions of this sort.

During the screening process, questions by the volunteer should be encouraged and welcomed, and should be answered as accurately and completely as possible. Interviews should not be rushed or formalized to the point where question and answer exchanges are frozen out. Unhappily, this has been a common mistake.

8. *Have job descriptions ready.* Clear, detailed, and complete job descriptions, whether conveyed orally and/or in written form, are essential. They should include what the job involves in terms of skill, time, expected frustration, rewards, obligations for reporting, consistency of performance, and the types of clients and staff with whom the volunteer will be working. The expected commitment of the volunteer must be well known to him at the outset.

Early in the screening process, a variety of possible jobs should be reviewed in this way, thus giving the volunteer an idea of the alternatives open to him. Clear and complete job descriptions will be of invaluable aid both to the screener and to the volunteer in making the decision as to the single, best fitting job assignment.

9. *Convey challenge as well as opportunity.* The information-giving phase of screening should convey challenge as well as opportunity, but at the same time should not overlook expected difficulties and frustrations. Avoidance of potentially problematic areas is unfair to the court as well as to the volunteer, since it can be conceived as a contributing factor to increased turnover and deteriorated volunteer morale. Moreover, it risks losing the good recruit who responds positively to the well-tempered challenge.

The State of Minnesota's Manual for Welfare Volunteers states this position rather well. The person in charge of selection can:

> . . . help the volunteer understand that in accepting volunteer work he is not casually filling in a few hours of leisure time, but he is taking on some real responsibilities . . . (and can) . . . determine whether the volunteer is willing to accept the responsibilities that fit the job, including orientation, training, and supervision.[3]

All of this can be thought of as the development of a contract between the court and the volunteer, negotiated in the give-and-take of screening, by clarifying for each party its rights and obligations in the pursuit of common purposes.

Sources of Screening Information

In the information area, volunteer selection procedures coincide almost perfectly with those traditionally used for paid personnel, although selection of volunteers is unlikely to be as intensive. The two main media of screening information are interviews and assembled background data.

Background data are mainly provided by the volunteer himself on his volunteer application form. No volunteer should be allowed to begin work until he has completed and submitted a registration form, and sufficient time has been allowed for its review by court screening personnel. The only possible exceptions from such registration are friends of the court and professionals, but even here, registration forms are desirable for purposes of record keeping.

Some of the volunteer registration forms currently in use are reproduced in the Appendix. Their design and format differences offer the reader some alternatives in designing the form best suited to the particular needs of a given court. In general, however, they contain essentially the same common core of information, which includes: (1) identifying data; (2) relevant background information (skills, education, hobbies, interests, occupation, previous work with youth, previous volunteer work, etc.); (3) availability and commitment data (number of hours per week or month the volunteer is willing to work, the most convenient time of day, and the minimum time period for a term of service); and (4) job preferences.

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[3] Reference B12 in chapter 12 of this manual.

The application form should be sufficiently brief as to avoid an excess amount of paperwork, but sufficiently inclusive of all relevant and required information.

While the application form is generally considered as the basic resource, many courts will desire additional information especially when more sensitive positions are being considered, or when there is still some doubt as to the volunteer's capabilities or character. Additional information can be obtained from the following suggested sources:

1. Letters of work or character reference;

2. Court-initiated interviews with people who know the volunteer in some crucial capacity, e.g., a work supervisor, physician, or psychiatrist; [3]

3. College transcripts or comparable objective records of occupational performance;

4. A check of local police records (beyond minor traffic offenses) ; [4]

5. Other special screening techniques.

For very sensitive positions and/or doubtful cases, courts occasionally request that the applicant be interviewed by the court psychiatrist or psychologist before a final decision is made.

One last possibility is a personnel screening test for the court's volunteers such as that required for its paid workers. However, we know of no court which presently utilizes this screening technique.

In addition to collection of background information from the sources noted above, the interview is also an important part of the screening process. Normally, the interviewer will have studied the applicant's background information prior to the interview, and may even use the completed application form as an interview guide.

Some preserved checklist record of interview impressions is recommended for purposes of comparison when at least two independent interview assessments are made—a system which appears to be most desirable.

Where interview impressions are favorable, and a decision has been made to accept the volunteer applicant, general orientation and job placement information can begin. Where doubt still remains, however, the interviewer may decide to ease the applicant into a "test job" or trial period on the job.

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[3] At least one agency of which we are aware asks applicants if they are under the care of a physician or psychiatrist.

[4] In Boulder this is done routinely for all applicants, as a check on character. This protects the probationer as well as the court, and has received the full cooperation of the local police department. The police fully understand that it is a routine employment check, implying no suspicion of the applicant. Applicants are forewarned on the volunteer registration form (see appendix) that the court will make such character checks as it deems necessary. While a few applicants have objected to this statement (and some may have withdrawn because of it), it is generally accepted by the vast majority of applicants. Incidentally, finding a "record" does not automatically exclude a volunteer applicant. In fact, a few courts deliberately use ex-offenders. For these purposes, a record is only indicative of the need to carefully evaluate the situation, particularly if such information has been deliberately and consciously withheld by the applicant.

This job may be temporary and relatively nonsensitive, or it may be a fairly demanding position. In any case, the idea is to base assessment on the most realistic screening device of all—experience and behavior on the job, during which the court and the volunteer can continue their decision-making process.

Recognizing the Good Volunteer Prospect: Favorable and Unfavorable Cues

The "quality control" question which is raised about one in four Americans serving as volunteers during any given year is currently answered largely on the basis of intuition, if answered at all. This may simply reflect a disinclination to take volunteer work seriously. If so, current assumptions need to be revised, for at least 1-billion hours are contributed yearly by volunteers in America, and some of it is quite sensitive and high level work. More of it could be, with better volunteer screening procedures.

The current chaos in volunteer screening may also reflect the diversity in volunteerism itself, as volunteers are known to work in some 20 distinct service areas. The probation volunteer working "on the street" may differ critically from the hospital volunteer working in a closed institutional setting. Thus, screening rules which apply to one may have no necessary relevance to the other. There is additional variation between and among agencies in any single service area, among programs in any single agency, and among individuals within any single program. Screening generalizations, then, are always limited by the individuality of the volunteer, the program, and the agency.

Research may eventually be able to reduce these limitations. Indeed, high priority in applied social science today may well be given to personnel research in volunteer selection. At present, however, we can only rely on conjecture, tradition, observation, and a few scattered sets of tentative statistics. Despite the plethora of scientific data, program managers agree that any available cues as to the applicant's character, temperament, and attitudes are important, common sense hallmarks for predicting volunteer success or failure.

The sections which follow deal first with such subjective clues and secondly with immediately visible cues which can be gathered fairly objectively and rapidly from the volunteer's application form, and/or from the initial interview.

Clues in Character, Attitudes, and Temperament: Some Consensus Impressions

1. *Freedom from pathology*. Character and temperament should be basically healthy and free from pathology so as to protect against the volunteer's projection of his problems into his work—i.e., to use his work as a means of trying to solve his own personal prob-

lems. Most courts will be very hesitant about accepting an applicant who has been in a mental institution, and at least one volunteer agency screens out persons undergoing psychiatric treatment.

2. *Stability, dependability, responsibility, and reliability.* These are the most frequently stressed positive characteristics. The volunteer should be "as punctual as if paid" in keeping appointments, filing reports, and keeping promises on delivery. Volunteer reliability and responsibility also includes the ability to live up to his promise of confidentiality. The case for dependability has been stated well by Elizabeth H. Gorlich in discussing volunteers in institutions for children:[5]

> A type of person to be avoided in selection is the person who cannot discipline himself enough to accept the institution's rules. If a person cannot follow a schedule, keep appointments, or complete training, he will bring more confusion than help to the young person and the institution.

Administrators have found irregular attendance to be one of the most difficult problems in running a volunteer program. Most juvenile delinquents have already experienced so much rejection that they have a decidedly negative attitude toward adults. This attitude becomes reinforced when a volunteer does not keep his appointment or promise, as the youth who is used to being rejected will interpret the volunteer's absence as yet another rejection.[6] To protect young people from such shattering experiences, institutions with volunteer programs have found it important not only to carefully select their volunteers, but to stress to the volunteers selected the necessity for regular attendance.

It is interesting to note that while most commentators place dependability near the top of the list of important attributes, one of the few statistical studies available does not. In Guion Johnson's survey of North Carolina welfare volunteers, dependability was noted as the "most desirable" volunteer trait by only one percent of volunteers and 4 percent of staff.

3. *Patience, humility, and dedication.* The attributes of patience and steadfastness are particularly required for probation work and its chronic frustrations. In fact, frustration tolerance may be a better way of describing this desirable trait.

Probation staff have sometimes remarked on the volunteer's tendency to underestimate the probationer's resistance to treatment. The effective volunteer must be temperamentally able to cope with such resistance without significantly reducing his morale or self-confidence. This takes a self-directed person, moved by strong commitment to the meaningfulness of his work, rather than external incentive or glories. He is the kind of person grateful for the opportunity of serving, concerned, dedicated, totally involved, and intelligently enthusiastic. In Johnson's previously mentioned survey, "helpfulness" had the best overall rating as the "most desirable volunteer trait," by 21 percent of the volunteers and 40 percent of the staff.

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[5] *Loc. cit.*

[6] A dramatic instance of this was related by one court at the Boulder Conference of Volunteers Courts. While noting that 12 of 14 boys in their one-to-one volunteer program stayed out of difficulty, they also noted one" . . . case of negative impact. The volunteer made an appointment with the juvenile to meet him downtown after school, and then didn't show up. That same night the juvenile was picked up for shoplifting."

Dedication, however, should not be messianic. Willingness to listen and learn is crucial, particularly the willingness to listen to probationers rather than to lecture them. Also, part of the dedication is receptivity to staff guidance and supervision, and a certain humility is considered a favorable signal by many program managers and staff supervisors.

An undesirable extension of humility and affability is the overly dependent person whose need for acceptance sometimes gets the better of his judgment. It is not unusual for the probationer to take advantage of such a pliable, dependent person who is unable to establish minimal control of the probationer for fear of his being disliked. Aside from his effect on the probationer, the overly dependent volunteer will also tend to be over-reliant on the staff, thus requiring continuous supervision and support beyond what his service merits.

Put positively, the applicant should possess the qualities of firmness and strength, and he should be honest, open-minded, candid, and shockproof. He should have realistic expectations and should be able to see qualifications in situations and probationers as individuals. He need not condone the worst habits of a world to which he has probably never been exposed, but at the same time, he cannot be prudish, moralizing, or indiscriminately condemnatory. The hypocrite will never be effective with probationers.

The ability to develop a warm relationship is almost always mentioned as a desirable volunteer trait. 52 percent of Johnson's welfare volunteers rated it the most desirable volunteer trait, and 17 percent of staff concurred.

14. *Sympathy and Empathy*

As one volunteer put it:

> "We should have sympathy but not be too sympathetic. If we're too sympathetic, the problem becomes ours, and we can no longer help probationers look objectively at themselves."

On the other hand, coldness and hostility are as ineffective as oversentimentality. Elizabeth H. Gorlich paints this pessimistic picture of coldness combined with the "know-it-all" reformer.

> Some people cannot work effectively with delinquents because they are so basically hostile to the idea that a young person could behave in the way delinquents do that they cannot give them the warmth and understanding they need. Such persons, however, sometimes do volunteer to help delinquents 'reform.' For the sake of the program and the young people in it, they must either be turned down or diverted to tasks not involving direct contact with the young people.[7]

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[7] *Loc. cit.*

More Immediately Visible Cues

Due to individual variations and lack of consensus among court evaluators as to what is desirable, coupled with lack of visible evidence of their consistent predictive relation to volunteer success or failure, no one in probation volunteerism has systematically compared the visible characteristics of certified good versus bad volunteers, certified, that is, by staff consensus and visible objective criteria. The reader should, therefore, accept the following list as only provisional, an initial guideline only, to be perfected in each court on the basis of feedback experience and future research.

We do have the beginnings of scientific data. Johnson's results (reproduced in the Appendix), while statistical in nature, are still given in terms of general character qualities rather than specific, observable features. Studies currently in progress in Royal Oak, Michigan and Denver County Court may shed further light on why volunteers succeed or fail with young adult misdemeanant offenders.

At this time, there is only one tentative and preliminary study available, based on only a few cases at one court. This is the preliminary study of the Boulder County Juvenile Delinquency Project, to be detailed further in the technical report of that project (cited in chapter 12).

In this study, an entire two-year group of 235 Boulder volunteers were rated individually as "good," "bad," or "in-between" by six raters: four regular staff probation officers and two project staff members operating partly as "outside experts." Ratings were made only if the rater felt he knew the volunteer well enough to rate his work intelligently. On the basis of these ratings, three groups were distinguished: (1) *excellent volunteers* who constituted those 46 of the 235 who were given at least two "good" ratings, with no dissenting "bad" or "in-between" ratings; (2) *misfits*, those 56 who were given at least two "bad" ratings. Of those 56, however, only 21 had volunteer application records of the type needed for the tabulation, a significant fact in itself. Thus, only 21 were counted in the tabulations; (3) the original *unselected* group of 235 volunteers, including both extremes but mainly consisting of the group rated neither excellent nor misfit.

These three groups were compared on each of 15 items on the Boulder Volunteer Application Form, such as age, education, marital status. The collection and comparison of such information is, of course, based on the assumption that it will be related to volunteer success or failure.

The actual tables drawn from Boulder data appear in the Appendix. What follows will be only a cursory discussion of the findings, as more detailed analysis will appear in the technical report previously mentioned.

Age. The Boulder study suggests wariness with volunteer applicants in the 18-21 year age group. Over one-half of the misfits were in this age group while only 15-20 percent of the acceptable or excellent volunteers were in this group. The young adult, however, should not be totally discounted since the next highest age bracket of 21-25 years contributed many acceptable and good volunteers. Findings indicated that the early 30's seemed to be a particularly fertile field for excellent volunteers.

Education. Other things being equal, the more education, the better. The unselected and excellent volunteers are definitely better educated than the misfits, particularly at higher levels of education. More than half of the excellent group are college graduates, and 6 out of 39 of them have advanced degrees, a far higher proportion than found in the unselected and misfit groups.[8]

Apparently, college major does not seem to make much difference, although it is a complex area in our tabulations, needing further analysis. Sociology and psychology were the two most frequent majors in all three groups, accounting for 35-50 percent of the responses. The acceptable and excellent groups also have a substantial proportion of business, education, and political science majors.

Marital status. The married applicant seems to be a better risk than the single one. Singles predominate in the misfit category and constitute a slightly disproportionate percentage of the middle group. The married volunteer, on the other hand, predominates among those rated as excellent. This is consistent in all three groups and cannot be accounted for entirely by age differences alone.

Recruitment source. These data were based on the following question asked on the volunteer registration form: "Do you recall how you first heard about Boulder Court activities with juveniles?" The first answer given by the volunteer was coded for tabulation. Several general trends appear quite clearly. Hearing of the Court's activities through a friend was more frequent in the acceptable and excellent volunteer groups than in the misfit category.[9] The newspaper also held up well as a source of good volunteers. Volunteer trainees from college classes seemed to need more careful screening.

The number of lines written about juveniles. This was in response to a question requesting the volunteer's views on juvenile delinquency. Misfits tended to write least, acceptables somewhat more, and excellent volunteers wrote the most. Although very few respondents wrote more than 10 lines, a 5-10 line statement seems to be a good sign.

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[8] It may be that the education-success linkage relates directly to the level of responsibility of the volunteer positions.

[9] Friends may be rated excellent because they are friends, thus blurring objective assessment of performance. However, such rating usually does take into account staff acceptance of the volunteer which, as we have argued, is a necessary condition for the success of the program.

In conclusion, it will be useful to review briefly a few registration form categories which failed to show any significant differences in the Boulder study. The *proportion of men to women* was almost identical (50/50) in all three categories. So, too, was the number of people who mentioned having done *previous work with youth* (a resounding 75-80 percent throughout). The number of people who mentioned *previous volunteer work* experience ranged from 25-45 percent.

The number of years an applicant had been a local resident was about equally divided between "3 or more" and "3 or less" in each of the 3 groups. A slightly shorter average residency was indicated by the misfit group, but this could have been accounted for by their rather youthful ages, a large proportion being college students.

Boulder volunteers were also asked to estimate the *number of hours a week* they could work. All 3 groups were rather evenly distributed over the range of 1 to 6 hours per week, and the average was about 4 or 5 hours per week. In fact, those estimates were found to be rather accurate in terms of how much time Boulder volunteers actually served.

The *number of hobbies or recreational activities* as listed on the Boulder registration forms averaged between 3 and 4, with little difference among the 3 groups. If anything, the excellent and middle groups were somewhat busier than the misfits.

Job Placement

There are two principal considerations in job placement: matching the volunteer to the job and, if it is a probationer-contact job, matching the volunteer to the probationer. In the case of volunteers, job placement is often a substitute for training and as such, is particularly worthy of careful consideration. The court must effectively use whatever training and abilities the volunteer brings to his work as it cannot afford to provide him with extensive training. Indeed, no amount of training can repair the damage to the program arising from poor job placement.

1. *Fitting the volunteer to the job.* Stated rather simply, job placement here is actually the matching of available skills with jobs requiring those skills. The chances of success in this endeavor actually improve as there are a greater variety and number of volunteer jobs from which to choose. Chances of success also improve subject to the volunteer coordinator's preparedness to adapt any single job to fit a given individual. The availability of a variety of jobs is also indicative to the volunteer that he is reasonably free to refuse a specific assignment and request another closer to his desires and more consonant with his abilities.

Enthusiasm for finding the job that fits the person should never go so far as to legitimize the creation of useless or "make-work" positions, nor should it lead to over-assignment. Where volunteer screening stresses the utilization of individual abilities, the court must be prepared to place the individual applicant accordingly.

An applicant with a record of proven competence in responsible positions on the "outside" should not be forced to start at the bottom of the volunteer ladder. Nor should anyone be forced to remain either higher or lower on the ladder than appropriate. Rather, job placement should be a continuous process, always open to review and re-adjustment. To assume the initial placement as perfect is to assume a minor miracle.

2. *Fitting the volunteer to the probationer.* About one-half of court volunteers work in some kind of one-to-one relationship with a probationer, as volunteer probation officer, sponsor, tutor or case aide.[10] Consequently, matching the volunteer to the probationer is a critical issue, and careful thought should be given to it unless crisis conditions prevail. No trained psychotherapist works equally well with all kinds of clients, and no one should expect the volunteer to do so.

Normally, matches are between the same sex, a man with a boy and a woman with a girl probationer. Occasionally, older women have been assigned to young boys (10 to 12 years of age), but this is generally done only out of necessity, when there is a shortage of men volunteers.

The volunteer should almost always be at least as old as the probationer or, better, somewhat older. An exception might be the probationer in his thirties or forties. Some favor a relative closeness in age as an aid to communication and understanding. On the other hand, a much older volunteer can serve as a "father figure," adult model or intermediary for the probationer in the community. The most effective age-gap between volunteer and probationer will be governed by the individual case.

Some similarity in interests and hobbies is generally advantageous for communication and the development of mutual trust. The volunteer's interests are usually indicated on his registration form and the volunteer can be asked additional questions in this regard during the screening interview. Similar provisions should be made for ascertaining the probationer's interests as well.

Cross-class matching has also been used as an approach to placement in some courts. In fact, the probationer is frequently of lower class origins with a personal and social history of failure. The volunteer, on the other hand, is almost always a member of the middle class and is generally successful, competent, and well-educated.

Generally, this kind of matching technique arises out of necessity by virtue of the lack of sufficient numbers of blue-collar workers among court volunteers. One court, for example, unable to recruit lower class volunteers for its predominantly Negro lower class probationers, generally holds out for Negro middle class volunteers when possible, thus retaining some association and means of identification. Similarly, the middle class volunteer who had formerly held lower class status or who was a juvenile delinquent during his youth might be assigned a probationer with good results.

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[10] Some courts restrict volunteers to the easier cases, reserving the more difficult cases for regular staff. Other courts do assign volunteers to difficult cases, solely on the basis of whether or not the volunteer is likely to be helpful. In Boulder, the impression has been that the more difficult the probationer, the more likely it is that he will be assigned a volunteer. Other things being equal, the more experienced volunteer who has proven his worth in previous assignments is a "better bet" for the difficult cases.

The advantages of a class gap are: (1) that the successful volunteer can serve as a model for the probationer, and (2) that he can assist the probationer by developing opportunities for him through his community contacts and influence. However, it should be clear that this method can backfire in cases where the probationer's hopes are raised unrealistically and beyond his means to satisfy them. As one speaker at the Conference of Volunteer Courts noted:

> ". . . the Court says: 'Look at the volunteer; he made it, so be like him.' But if the opportunities are not open to the probationer, if he lives on the wrong side of town, if he is the wrong color, how can he be like the volunteer? He is going to find it impossible to follow totally the volunteer's personal everyday examples. If he has the model but not the opportunity, what are we doing with the juvenile?"

Obviously, the volunteers and probationers start with a serious communication problem when matched across class (social and economic). Perhaps, however, this gap is something that should be bridged.

The success of the match depends as much on the probationer as it does on the volunteer. Therefore, the matching procedure should bring to bear whatever diagnostic results are available on the probationer: character strengths and weaknesses, interests, attitudes, abilities, and background information about his family and social environment. It might even be wise to convey this information to the volunteer so that he can formulate his own responses and reactions to the situation. Some volunteers, however, definitely like to form their own personal impressions of a probationer before reading the file or learning of other people's opinions. To this extent it might also be wise to allow the volunteer to actually meet with his probationer, either individually or in a group setting.

Whatever the procedure, it is highly desirable to have several probationers from among whom the volunteer can choose, rather than forcing him into a position in which he either works with the available probationer, or not at all. Along the same lines, the question also arises as to whether the probationer has a similar right to reject the volunteer assigned to him. Some courts make the volunteer relationship obligatory on the selected probationer and his family, at least initially. Others assign volunteers only if the probationer and his family voluntarily accept the assignment. Whatever your policy, the prospects for the success of a match improve with the receptivity of the probationer and his family.

APPENDIX

Screening, Selection, and Job-Placement

APPENDIX A: Data
APPENDIX B: Specimen Volunteer Application Forms and Other Screening-Related Materials

APPENDIX A: DATA

A1. *North Carolina Welfare Volunteers*

The following is a table reproduced from page 171 of Guion Griffis Johnson's "Volunteers in Community Service." As cited in Chapter 12 and throughout this Manual approximately 525 volunteers and 250 staff professionals were involved in the survey, which is the core of Johnson's Chapter 12 on "Effective Volunteers"

Most Desirable Traits of Volunteers

Most desirable trait	As Seen by Volunteer Percent	As Seen by Staff Percent
Ability to develop warm relationships	42	17
Helpfulness	21	40
Identification with the community	10	17
Creativity	10	17
Dependability	1	4
Unknown	16	5
	100	100

A2. *The Boulder Study*. The background of this has been described in the text of this chapter.

Age

Misfits		Unselected		Excellent	
Ages	Total	Ages	Total	Ages	Total
18–21	11	–16–20	39	–16–20	9
22–25	4	21–25	94	21–25	12
26+	6	26–30	28	26–30	4
	21	31–35	26	31–35	13
		36–40	19	36–40	3
		41–45	10	41–45	1
		46–50	9	46–50	2
		50+	9	50+	2
			234		46

Number of Years of College Completed

Number of Years	Misfits	Unselected	Excellent
0	3	22	0
1	1	16	3
2	7	43	5
3	5	48	8
4	2	44	4
5 or more	3	62	19
	21	235	39

Marital Status

	Misfits	Unselected	Excellent
Married	6	98	27
Single	14	125	17
Widowed, Divorced or Separated	0	12	2
	20	235	46

Recruitment Source

Misfits		Unselected		Excellent	
Class Trainee	7	Friend	74	Friend	17
Friend	5	Class Trainee	36	Newspaper	8
College Vol. Bureau	3	College Vol. Bureau	31	College Vol. Bureau	5
Newspaper	2	Newspaper	24	Church	1
Church	0	Church	10	Class Trainee	1
Other	4	Other	60	Other	14
	21		235		46

Number of Lines Written About Juvenile Delinquency

	Misfits	Unselected	Excellent
None	3	46	6
1-4	13	91	16
5 or more	5	98	24
	21	235	46

APPENDIX B:

Specimen volunteer application forms and other screening-related materials

B1. BOULDER DISTRICT COURT, JUVENILE DIVISION

VOLUNTEER REGISTRATION FORM

Referred to: ____________

Date: _____ By: ________

Programs: ______________

It is a normal part of Court procedure to reserve the right to make such checks as we deem appropriate on the suitability of any new worker, for the important responsibility of work involving juveniles. This applies to professional and volunteer staffs, quite naturally, since it is our policy to treat volunteers with all the consideration given professionals.

We trust you will understand this in the spirit intended. Any checks will be made in a manner designed not to cause you embarrassment, but please feel free to discuss this matter further with any Court authority, before proceeding with arrangements for volunteer service.

Date: ________________

1. Name ________________________ Home Phone ______________
2. Address ______________________ Bus. Phone ______________
   Home Address (if different) ______________________________
3. Date of Birth ___________________________________ Sex ________
4. Marital Status: (Circle One) S M W D
5. Children, and their ages:
   ______________________ ______________________
   ______________________ ______________________
6. Education: Do you have a High School Diploma? Yes ____ No ____
   College: *Years* *Degrees* *Major/Minor Areas*
   ____
   ____
7. Present Occupation: __________________________________
   How long have you been in this occupation? (Give Dates) ______
8. What is your husband's (or wife's) name and occupation?
   ____
9. What hobbies/recreational activities do you enjoy most?
   ____

10. Have you ever worked with young people before, teenagers or younger? If so, please describe this work briefly.

11. What sort of work would you like to do with juveniles for the Boulder Court?

12. How much time per week (on an average) do you think you'll be able to spend?
_________ How long have you lived in Boulder County? _____

13. Do you recall how you first heard about Boulder Court activities with juveniles? One of our publications, friend, the newspaper, radio, perhaps several sources? If it was through a friend or acquaintance, we'll appreciate their names.

14. We would be interested in your ideas/views on juvenile delinquency. There is room for many points of view, and the Court is sympathetically interested in trying out as many of these views as seem reasonable. Please state your views frankly. (Use the back if necessary.)

15. Please list any previous volunteer work you have done.

16. Do you have a car with public liability insurance coverage?
Yes_____ No_____
If so, would you be willing to use it in Juvenile Court work:
In town? _________ Out-of-town? _______

B2. Form Used for Boulder Local Police Check.

DATE: ______________________________
TO: ______________________________
FROM: Chief Juvenile Officer John E. Hargadine

The below-named person has signified his desire to work for the Court as a volunteer, with juvenile probationers, for a few hours a week. As part of our check on his suitability, we request a routine check of police records, for any offense of record, other than minor traffic offenses. This routine employability check implies no suspicion of the person on our part.

Thank you.

FULL NAME OF PROSPECTIVE VOLUNTEER ______________
Date of Birth ______________________
Present Address ______________________________
Other Information ______________________________

7/6/66/

B3. Reference-Request Form

DEPARTMENT OF PUBLIC WELFARE, D. C.
JUNIOR VILLAGE VOLUNTEERS PROJECT
4801 Nichols Avenue, S. W.
Washington, D. C. 20032

Dear

The person listed below has agreed to work as a volunteer in the program at Junior Village, a Department of Public Welfare Institution for dependent children.

We hope that you will be able to state briefly whether you consider the volunteer suited to this kind of work.

Your reply will be greatly appreciated and will be considered confidential.

Very truly yours,
Mrs. Ruth Sorkin
Director

____
Name of Volunteer

Recommendation:

____
____
____
____
____

B4. Denver County Court Volunteer Counselor Application

Having carefully considered the opportunity and responsibilities involved, I hereby offer my services as a volunteer lay counselor in the Denver County Court. I agree to complete the prescribed training course and thereafter to counsel with a probationer assigned to me by the Court one hour each week for a period of one year. I further agree to submit monthly reports to the Court on the probationer's progress.

Name ______________________________ Age __________
Home Address ______________________ Phone No. __________
Occupation ______________________________________
Employer (or Firm) ______________________________
Length of Present Employment ____________________
Other Positions Held During Past Ten Years (List on Reverse Side)
Business Address ___________________ Phone No. __________
Marital Status ___________________________________
Number and Ages of Persons Living in Immediate Household ________
____
Hobbies ____
Religious Affiliation ____________________________
Education _______________________________________
Please State If You Have a Strong Preference for Any Particular Age Group:

☐ No Preference; ☐ 30-40 Yrs.; ☐ Under 30 Yrs.

Previous Counseling Experience, If Any ______________________

List Organizations With Which You are Affiliated ______________

B5. DEPARTMENT OF PUBLIC WELFARE, D. C.

____
Division

APPLICATION FOR VOLUNTEER SERVICE

____
Group Name

NAME OF INDIVIDUAL: Miss Mrs. Mr. ______________________
Last First Middle

ADDRESS: ______________________
Number Street City State ZIP

TELEPHONE: ______________________ DATE OF BIRTH: __________
Home Office

EDUCATION: ______________________ ______________
Name of Elementary or High School Grade Completed

______________ ______________ ______________
College Yr. Completed Major

OCCUPATION: ______________________

EMPLOYED BY: ______________ LOCATION: ______________

VOLUNTEER EXPERIENCE: ______________________

SPECIAL SKILLS AND INTERESTS: ______________________

DAY(S) AND HRS. AVAILABLE: ______________________

AGE GROUP PREFERRED: ______________________

REFERENCES: We will write to these people explaining in what volunteer service area you are interested. Assignments will be made after reference letters have been returned and training has been completed.

1) ______________ ______________
Name Address

2) ______________ ______________
Name Address

DATE: ______________ ______________
Signature of Volunteer

B6. VOLUNTEER INFORMATION SHEET: LANE COUNTY, OREGON

Date: ______________________

Name: Mr. ( ) Mrs. ( ) Miss ( ) ______________________ Phone: ______________

Address: ____

Age: (Please Circle) 18-21 21-30 30-40 40-50 50-60

Education: Years of primary and secondary education ____________

College ______________________ Business ______________

Name any societies, clubs, church or organizations of which you are now a member:

____

List your particular interest, skills, hobbies, etc.: ______________

____

Have you ever done any volunteer work? If so, where and when? ____

____

What type of placement do you prefer? (Please indicate by number 1st and 2nd choices)

DETENTION PROGRAM:	OTHER
Cooking ______	Transportation Corps ______
Sewing ______	Speakers Bureau ______
Grooming ______	Case Aide ______
Arts & Crafts ______	Resource Committee ______

Would you be willing to assist in additional areas, such as transportation on an emergency basis? (This is for extra service above and beyond your regularly assigned area) ______________________

How much time can you give? Weekly ______ Semi Monthly ______

Monthly ______

Please indicate where you heard about the volunteer program at the Juvenile Department, why you were interested in it, and how you became involved. ______________________

____

____

____

In what areas do you feel you need more preparation and why? (Please describe)

____

____

____

Name and address of two references:

Name: ______________________ Address: ______________

Name: ______________________ Address: ______________

B7: Form: Lane County

VOLUNTEER CASE AIDE APPLICATION FORM

Date ______________

Name: ____

Address: ____

Age ______ Marital Status ____________ Spouse's Name ______________

CHILDREN:

Name **Age** **Sex**

________________________ **Business Phone** ________

________________________ **Home Phone** ________

____

____

____

Occupation ____________________________________

Education: Grade School ______ High School ______ College ______

Religious affiliation and extent of participation: ______________

How much time can you give to the Case Aide Program per week? ____

Will you participate during the summer months? ______________

Will your participation be limited to:

(a) Day contacts ______ (b) After school or evening contacts ______

(c) Weekends________ (d) Combination of above________

Interests or Hobbies ____________________________

Existing community commitments, if any __________________

What age boy or girl would you prefer to relate to? ____________
(Generally the range is 6—18 years)

Community references (strictly confidential):

	NAME	ADDRESS	PHONE
1.			
2.			
3.			

Other Comments: (helpful information about yourself): ________

B8. ROYAL OAK, MICHIGAN
VOLUNTEER SPONSOR QUESTIONNAIRE

Name ________________ Date ________________

Address ______________ Phone ________________

Age __________________ Business Phone __________

PERSONAL INFORMATION

Married: Yes ____ No ____ Single: ____ Children: Yes ____ No ____

Length of time at present address: ______ Religious preference: ______

Employment:
1. Employer ____________
2. Position ____________
3. Professional Association to which you belong ________

Recreational Interests:
1. Hobbies ____________
2. Sports ____________
3. Clubs ____________

I.

Have you ever worked as a sponsor in the Big Brother Program, a church or Camp Program? Yes _____ No _____
If yes, explain: ____
____

II.

State your concept of probation and the role a volunteer sponsor could or should play in this program.
____
____
____
____

III.

With which age group of offenders do you feel you can be most effective?
17-21 __________, 21-30 __________, 30 or over __________
Why? ____

IV.

How frequently do you think a volunteer sponsor and probationer should meet?
____________________ Why: ______________________________________
____
____
____

V.

** Since we are sincerely interested in building an even closer relationship between the Volunteer Sponsor and the Chief Probation Counselor, will you commit yourself to meeting every other month with your particular Chief Counselor or Probation Administrator to discuss client progress and areas of difficulty?
Yes ______________ No ______________

VI.

** *For New Volunteer Sponsors*

Before a probationer is assigned to you, those in charge of the Volunteer Program will set up a meeting to familiarize you with the workings of the program. We feel this might be desired by many volunteers. I would be available for this:
Mornings __________, Afternoons __________, Evenings __________

VII.

*** Periodic general meeting, chaired by the staff psychiatrist, to explore counseling techniques, problem behavior, motivation, etc. would be helpful to me in understanding and dealing with my probationer:
Yes ______________ No ______________

VIII.

Would there ever be any possibility that you or your company might employ a probationer?
Yes ______________ No ______________

IX.

I have read the enclosed literature including the annual report and the Role of the Volunteer. I do want to serve as a volunteer sponsor. I will donate up to (and not more than) five hours a month to assist one probationer (only).

____
Signature

** We are more interested in you spending your time with the probationer than at meetings. The only meeting we stress is the one with your Chief Counselor every other month. The rest are available if you like, but are not mandatory.

B9. TOPEKA, KANSAS

APPLICATION

NAME ______________ ADDRESS ______________
TELEPHONE (Home & Office) ____________ ____________
Home Office
AGE ______ DATE OF BIRTH ________ HOME TOWN ______
MARRIED ________ SINGLE __________ OTHERS ________
No. of DEPENDENTS ______________
WIFE'S NAME ________ HEIGHT ________ WEIGHT ________
COLOR EYES ____________ COLOR HAIR ____________
PLACE OF BIRTH ______________________
PHYSICAL CONDITION _____ EMOTIONAL CONDITION ____
MILITARY EXPERIENCE ____________ BRANCH ________
____
DO YOU OWN AN AUTOMOBILE? ______________
YOUR INTERESTS AND HOBBIES ______________
____
SCHOOLING: UNDERGRADUATE WORK, WHERE, WHEN, CURRENT STATUS ______________________
____
____
WHY DO YOU WISH TO JOIN THE LAW STUDENT PROGRAM?
____
____
____

MIAMI, FLORIDA
METROPOLITAN DADE COUNTY
DEPARTMENT OF YOUTH SERVICES

B10. APPLICATION FOR MEMBERSHIP IN THE "VOLUNTEERS"

Name ______________
Address ______________
City ______________
Telephone ______________

Do Not Write In This Space
____
(Area Assigned)
____
(Supervisor)
____
Days Hours

I hereby offer to become a member of the "Volunteers."
I understand that I will remain a temporary member of the "Volunteers" until I have completed ten (10) hours of work and training at Parkway Children's Center, Dade County Children's Home, Youth Hall or Youth Services Administration.
It is understood and agreed that I will not receive any pay for my services and will not be covered under Workman's Compensation. I agree to accept supervision at all times in the area where I am assigned.
I agree to give a specified number of ________ ________
(Days) (Hours)
to my assigned duties.

Sponsored By:

________________________ ________________________
(Applicant's Signature) "Volunteer" or Staff Member

BACKGROUND DATA

M/F ____ Age ____ Profession or Previous Experience ________
Area of Interest (Check one or more) Cottage ____ Recreation ____
Music ____ Sewing ____ Ceramics & Crafts ____ Clerical ____
Gardening ____ Workshop ____ Mechanical ____ Physical Therapy
____ Teacher Assistant ____ Clothing ____ Beautician's Assistant ____
Other ________________________
Please list any special qualifications: ________________
Married ____ Single ____ Number of Children ____ Religious Preference ____ General Health Condition: Excellent ____ Good ____
Fair ____ Poor ____ Club or Group Affiliation ____________
Office or Position ________________________
APPROVED:

________________________ ________________________
Director, Department of Youth Services Coordinator of Volunters

DADE COUNTY, FLORIDA
B11. APPLICATION FORM FOR VOLUNTEER SERVICE

Name ________________________
Please print
Address ________________ Phone ________
Marital Status ________________ Children ________
Age ________________ Sex ________
Education ________________________
Vocational Training ________________________
Hobbies ________________________
Special Talents ________________________
Are you presently employed? ________ Where? ________
Specific area of interest ________________________
Volunteer experience ________________________
Time available ________________________
Please write additional information on reverse side. ________

CHAPTER 5: ORIENTATION AND TRAINING OF VOLUNTEERS

As noted previously, court volunteerism is unsettled territory, and nowhere is it less settled than in the matter of volunteer training. In actuality, the length of this chapter is more in deference to the difficulty of posing relevant questions than of providing clarity in the answers. Consequently, lacking the single "best" answer or even the single "best" question, we have relied on enumerating the range of current approaches to training rather than promoting any single one.

The most drastic alternative to training is to ignore volunteer orientation. This "solution" relies solely on what the volunteer brings to the court initially in the way of character, ability, skills and experience, and it invests no time and effort in adding to these. Despite the absence of formal training, however, a certain amount of training and learning does take place in the ordinary course of work experience. Moreover, there are some things a court is virtually forced to teach volunteers in order for them to function at a minimum acceptable level of efficiency. At the very least this would include: (1) the court's expectations in fulfilling an assigned job; (2) the need for proper behavior in the community; (3) the rules of the court, including ethical obligations of the volunteer; and (4) basic identification of terms such as probation or disposition in order to provide a common language in which the volunteer and the court can communicate. Until the court conveys this core of essential information, the volunteer cannot really function at all. Beyond this minimum, it is probable, but not provable, that efficiency of volunteers and programs continues to improve as more information is provided. Generally, the more a volunteer knows about his job, his probationer and the court, the better he does and the greater his productivity. True, the court could allow the volunteer to learn these basics for himself, but a court situation is a dangerous place to learn the essentials by trial and error.

Efficiency is intimately bound up with morale, and orientation is a great morale builder. By way of staff recognition of the importance of volunteers (through the investment of staff energies and time), the insecurities of uncertainty are significantly reduced. Finally, orientation begins with the care and feeding of that desire for growth and learning which is one of the healthiest and most important motives of the volunteer. Over 70 percent of 10,000 hospital volunteers recently surveyed mentioned good orientation courses and in-service training as "very important" in keeping them satisfied with their volunteer service. When 50 Boulder court volunteers were asked to choose from among 12 listed reasons for becoming volunteers, 22 or almost half said they wanted the "knowledge and experience of the sort the court could offer." No other alternatives received as large a vote.

Most of us pay lip service to the good volunteer's need to know and grow, yet, on the whole, we do very little about it. The court is rare which gives more than a total of 10 or 12 hours of formal orientation and training prior to assignment. While informal orientation is inevitable to a certain extent, the crucial issue is whether such orientation will be deliberate and thoughtful or merely inadvertent, slipshod, and inadequate. Each court has the choice of the course it wishes to take.

Volunteer orientation has the potential of reaching one step backwards in the volunteer process—to screening—and several courts use pre-assignment orientation as a screening device. The applicant who does not exhibit enough real interest to appear for a few required evenings of orientation, or to begin work after their completion, has failed in a realistic performance test of motivation, thereby screening himself out.[1] However, as a caution to the staff and volunteer administrator, it is essential that such orientation sessions be presented in a manner which is both interesting and informative. In other words, it must be made so attractive to the applicants as to avoid the discouragement of potentially good volunteers. Two or three full evenings in a training institute is usually sufficient for a start—that is, before the volunteer begins work, provided that there are ample opportunities for in-service training thereafter.

The relatively high drop-out rate might prompt some to adopt a negative or pessimistic attitude toward pre-job training. However, it should be remembered that some of the dropouts may later become active in volunteer work or may assist the court by occasional service, financial or material contributions. Furthermore, court dropouts are not dropouts from the community. Those who have attended court orientation sessions had the opportunity to learn more about the court and its problems, and these better informed citizens might serve well to build the court's constituency in the community. Indeed, at least one court encourages attendance at its orientation session of some citizens it knows will never become bona fide volunteers. This public education function of orientation sessions is a legitimate one, we believe. The person who goes on to become an active volunteer naturally gets the most out of his participation, but the oriented non-participant also receives something of value in the form of public education. For the above reasons, most courts give their volunteers some orientation in some form. *The question, then, is not one of all or none, but how much and of* what type.

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[1] Pre-assignment training has a formidable drop-out rate. Several courts have estimated that 20–40 percent of accepted applicants never show up for pre-job orientation sessions or never complete them. Even after completing orientation, the volunteer may have second thoughts. One agency reported that of those volunteers who completed orientation, almost 50 percent never reported for their first assignment.

Court volunteer training is rarely elaborate, intensive or formal. It ranges from a personal chat or perhaps one formal session—a few hours of pre-assignment orientation in all—to curricula which may involve more than thirty hours spread out over several months. The average seems to be about 5 to 10 hours, spread out over two or three consecutive evenings in one week, or once a week over several weeks.

Probably, most courts would like to do more, but the vast majority of local courts simply are not set up as training institutions. They have never been able to do enough in-service training for their own paid staff, and thus they have even more limited resources for training volunteers. Thus, the answer to "how much" is almost bound to be "never enough." Yet the time and effort available for volunteer training, however insufficient, can be invested more or less strategically. Here is the delicate cost accounting kind of question and decision. To what extent is a given court's training input repaid by increased output of volunteer service, in terms of both effectiveness and morale?

Court philosophy plays a large role in the decision, particularly where the level of responsibility conceded to volunteers is concerned. Housekeeping volunteers need little training; volunteer probation counselors do. A philosophy which, consciously or not, is concerned about keeping volunteers in their place will not be overly concerned with training volunteers. A philosophy which tries to squeeze the highest possible performance out of volunteers, regardless of the sensitivities of threatened professionals, will naturally invest more of its resources in volunteer training. Obviously, however, a cost accounting calculation in terms of balancing training input against expectable output for paid work is impossible in any strict sense. Here, as we shall see, there is more ambiguity and uncertainty, little in the way of experience, and less in the way of resources.

The special uncertainties and liabilities which beset the training of volunteers will be discussed under three main headings: (1) special features of the volunteer as a student; (2) ambiguity as to what we are training the volunteer *for*, and consequent uncertainty as to the proper content of training; and (3) the limited resources of local courts and how they can best be mobilized and augmented.

The Volunteer as a Learner

The design of training must take into account the nature of the student, his motives, experience and abilities, and the conditions under which he works. The volunteer is peculiar in many respects here, although he is well supplied with the basic ingredients of the good student: he wants to learn, he is intelligent, and he is alert.

Some special features of the volunteer pose special challenges to orientation, however. The foremost of these is *time.* It should be remembered that the volunteer is only a *part-time* worker and that no matter how devoted and dedicated he is to his work, 90 percent of his life is elsewhere, in a paid occupation or at home. Thus, in order to accommodate those who work during the day, orientation sessions must ordinarily be brief and can be held either on several consecutive evenings during one week, or perhaps on a weekly basis, perhaps one evening a week.[2] If a volunteer is likely to put in 5 to 10 hours a month over 1 year, it is wasteful to give him 50 hours of training. On the other hand, the volunteer must be given the essential information which will allow him to function. This may be limited to only the basics at first, with elaboration later during in-service training. Needless to say, however, the distinction between essential and non-essential information requires careful thought and planning beforehand.

Therefore, while some orientation time should be scheduled prior to assignment, some should be continued or offered subsequent to assignment—after the volunteer has been on the job for a period of time. Only then will he even know the right questions to ask, and only then will your answers be fully understandable in terms of the realities of his working situation.

A second special feature of the volunteer-student is that he is not paid to work for you or to listen during orientation. As such, we must reiterate the need to make material relevant, realistic, interesting, and even a little fun.

A third major point about the volunteer is that he is a *participative* person. He volunteers because he wants to be involved and do something about a real situation. The chances are good that the volunteer has had his share of classroom work in theory. The need here, then, is for practicality. Over 40 percent of court volunteers are college graduates, and even college trainee volunteers will be engaging in volunteer work as field experience. Thus, we strongly recommend that orientation be interesting, informative and directly related to what the volunteer will actually be doing. While some theory may be necessary, such abstractions of reality must not be subordinated to practical reality.

Case material is very good for this kind of approach and can be supplemented with anonymous tapes of probationers expressing their feelings. At least one court gets the volunteer more centrally and dramatically involved with "role-playing" (see Appendix E 1). In this way, volunteers as well as staff can participate in these rehearsals of reality. Tours and field trips also add to the realism, and mixing up the modes of presentation is, in itself, a good way of spicing interest.

Finally, some lecturing will be necessary. In lecture sessions, it is particularly important to provide plenty of time for student participation—questions, observations, etc. The presentation should not only permit such exchange but should be designed to stimulate and encourage it. Sometimes this will necessitate a switch from the lecture format to the small group format since volunteers can more easily be encouraged to air their questions at regular, small meetings either with their staff supervisors or with other volunteers. One court even has its "outside expert"—a social worker—on hand every Saturday, available to deal with volunteers' questions. Another court does the same kind of thing on a monthly basis.

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[2] It is possible to have specialized institutes for each of several different major job categories for the purpose of saving the volunteer's time. That way he need only attend the sessions related to his particular job assignment.

For the volunteer, participation is a very personal affirmation of his interest and concern, and the formal, rigid and regimented kind of learning which takes place in the more formal orientation sessions can easily undermine the feeling of personal commitment and involvement. In volunteer training, then, austere classroom formality has little place. Instead, the content and atmosphere of orientation sessions should be warm, linked to the personally meaningful instance and case, pitched to people as people. The mode of presentation should similarly pinpoint the personal in introducing staff, describing clients via case material, providing ample time for question and answer exchange in groups as small as possible. The setting and tenor should be comfortable and relaxed.

Where you have a choice of staff, choose the person whose warmth, enthusiasm, and dedication come across. Other things being equal, this is just as important as expertise and may be even more important. Volunteers are not inclined to work for someone who cares less than they do nor do they tend to learn from them.[3]

Those designing volunteer training programs would do well to study the profile of the volunteer given in Chapter 3. Between one-half and three-quarters have had some college; 40 percent or more are college graduates; as many as one in five have advanced degrees; and the clear majority are already in people-contact or helping occupations at a high level. All share fully the average citizen's dramatically increasing sophistication in matters of social welfare. Finally, some 25 percent would normally be considered professionals in their own field. Almost all are successful human beings by any standard. Thus, it must be assumed that volunteers are intelligent, interested and sophisticated, and orientation should reflect this position.

What staff will have uniquely, and what they will find the volunteer most humbly eager to receive is the benefit of their expertise and experience in corrections, explained on a level which will inform and stimulate people who are intelligent but naive where corrections is concerned. Especially because volunteers are intelligent and alert, the trainer will be inclined to over-estimate the neophyte's familiarity with basic ideas in corrections. The volunteer may have a high IQ, a lifetime experience in dealing with people as a teacher, for example, and a dedication and commitment to his work par excellence, but she may not know what probation means exactly or how it differs from parole. It is also likely that she will suffer from the misconceptions of the naive about probationers in that she will fearfully overestimate their mean, snarling, actually dangerous possibilities while tending at the same time to underestimate their capacity for dull grinding and continual frustration of anyone who tries to help them. A good rule is to assume the volunteer knows nothing about corrections when he first comes to you, for this assumption will almost always be correct.

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[3] The personal, informal approach should not, however, be confused with hand-holding and head-patting. It can and should be just as challenging, if not more so, as the cold classroom.

The very success of the volunteer frequently contributes to the naivete problems. More specifically, the volunteer inhabits a world of middle-class comfort, values, satisfaction and constructive striving which only deepens the chasm between him and the probationer whose prime characteristic is failure. Orientation must, therefore, educate the volunteer in this other world of failure—its values, conditions and frustrations. Films, tapes and case materials will help to bridge this class and achievement gap.

We have been speaking about the volunteer as generally successful and intelligent but naive about corrections. Yet, within these generalities volunteers vary widely in individual make-up and background. As such, orientation must take to heart this fundamental fact: volunteer students start with far less in common than, for example, all the members of an industrial job-training class, or even all the members of a college freshman class. In fact, an experienced volunteer supervisor at the Conference of Volunteer Courts stated:

> Our volunteers are recruited from diverse backgrounds with various levels of academic training and experience. We need to be flexible in adapting our presentation to the needs of this mixed group. We have to avoid regimentation of the curriculum.

Given the diversity of volunteer background and the fact that the volunteer role itself varies widely with the individual probationer and his problem, you cannot afford to be rigid and regimented, nor can you apply one formula to all volunteers, or to all jobs.

Also, just as no two volunteers are exactly alike in their need for information, each differs as well in the need for reassurance. Reassurance is especially hard to get across on a mass-produced scale as it requires attention to individual questions and uncertainties. Again, allow ample time for the give and take discussion which individualizes training. Permit latitude in coverage and scheduling so training can be adapted to the exploration of unexpected and individual directions. Watch always for special talents and experiences in each volunteer which can be used in lieu of training to fit him for a particular job. Flexibility and scope for individuality are the hallmark of small groups. Use such groups whenever possible in training. In them, the variety of volunteer backgrounds can be used to great advantage as fresh and different viewpoints.

Let the volunteer add his individuality and his participation not only *in* the training but *about* it. Especially in the uncharted area of volunteer training, we need to get continual feedback on orientation. As one volunteer coordinator put it:

> We should try to learn from the volunteer how he feels about the material we are giving him, and we can continue this exploration after the volunteer has worked awhile, so that after his working experience he can tell us what he feels was missing from his training.

Note two distinct phrases here: feedback during the orientation period enabling you to shift approach and content rapidly (depending on the reactions of each individual training group), and feedback after orientation, which gives the volunteer a chance to relate the training you gave him to what he actually needed in the job.

A series of questions used by Junior Village is a good illustration of what is needed for feedback in volunteer orientation:

1. What were the topics about this session that interested you most? Least ? Why?
    (a) What would you add?
    (b) What would you eliminate?
2. To what extent did the session help you toward better understanding of how to work with (probationers) ?
3. Were the discussions centered around the problems of concern to you?
4. What other topics would you suggest be covered in planning for future sessions of this kind?

The court should cater to the volunteer's individuality up to a point. There are, however, certain things all volunteers must know, whatever their differences in receptivity and interests. Henceforth, this will be called *orientation*—the "must" knowledge every new volunteer needs in order to function adequately, regardless of his particular job or the accumulated experience and expertise he brings to it. By contrast, *training* is defined as more specialized knowledge for particular jobs, some of which the volunteer needs early, some of which he can learn in the process of work and time. Training can be a natural, almost indistinguishable, continuation of orientation. Indeed, the distinction is somewhat arbitrary.

The Role of the Volunteer and the Nature of His Job

The content of the curriculum will obviously be determined by the nature of the volunteer's job as well as the nature of the training. This content varies from court to court as shown by the materials which appear in the Appendix. In part, this is an accurate reflection of legitimate differences among the courts. In training, perhaps more than anywhere else, each court must work out its own solutions based on its volunteer philosophy and purpose, the nature of its resources, the nature of volunteer jobs and the nature and range of background its volunteers possess. But variation is not just a matter of differences in philosophy and court conditions. It is just as much a symptom of confusion.

We really do not know yet exactly what we want the volunteer to be or not to be. Therefore, we do not know what his training course should be like. In our ignorance, we try all sorts of things. Until we decide what the role of the volunteer should be and how it differs from that of paid staff, our training will reflect our uncertainties. Consequently, we should be prepared to give careful thought beforehand to defining volunteer objectives and jobs, to have job descriptions ready which are clear and complete. An essentially empty job description is one way of solving your training problem. If you are not going to let volunteers do anything significant, training can be equally insignificant and ornamental.

It should be readily apparent that the natural human qualities of the volunteer are most important in his relationship with his probationer—those being: interest, concern, patience, character, and warmth. Training cannot give him these if he does not possess them initially. In fact, conventional training may actually suppress some of the volunteer's natural optimism, creativity, freshness and imaginativeness. One experienced volunteer noted that "perhaps volunteers succeed largely because they don't know what can be done; they haven't read the textbook."

Most agree that training should not try to make volunteers just another form of semi-professional. If some professional insights are applicable, this is all to the good. However, the real problem is to help the volunteer exploit his amateur standing—the time he has for intensive one-to-one work; the fact that probationers tend to identify him less with the court and more as a friend who cares, as a supporter who tries to help; and less as an authority figure. In these ways, the success of the volunteer depends largely on his being seen as a *non-professional* by the probationer. Teaching him to act like a professional is helping him to fail.

Approaches to teaching which do fit the "natural qualities" model may exist, but we are still groping in this area. The fact that strictly conventional professional training is inappropriate for the volunteer does not preclude our seeking new forms of unconventional training which would bring out his natural qualities and help him to mobilize and apply them to his work with the probationer. Thus, a central idea in volunteer program management is to use what the volunteer already has, and to teach him to *use* what skills he possesses. A new, unconventional kind of training which maximizes these dimensions is a hope for the future.

What is your objective in training a volunteer? Do you want to make him a sub-professional, semi-professional, or quasi-professional in one of the traditional corrections-allied fields of social work, criminology or psychology? Or do you see him as being and doing something different by virtue of his special role as a volunteer? The problem is, to what extent is professionalism relevant to the preparation of the volunteer and to what extent is the professional a model for volunteer training?

Most volunteer courts are quite clear that they do *not* want to fashion the volunteer primarily in the professional image. A professional in charge of one of the largest and most systematic court volunteer training programs existing today says:

> The temptation is to start teaching some of the traditional case work principles which have failed for so long in work with delinquents. We continually struggle against the trainees' inclination to want something conventional. Instead, we want to stay non-conventional and experimental, avoiding what is no more than a condensed course for regular probation officers. An example is the clinical-pathological orientation in work with a probationer. Most volunteers don't have it when they come to us, but they seem to want to get clinically oriented during the training. One of our problems is to discourage them from doing so.

On the whole, most volunteers believe positively in what a human being can do as a non-professional. At the least, most people admit the volunteer is specially equipped to excel in areas the professional cannot touch by virtue of time and his position. Surely, while we remain uncertain as to what professional training for paid corrections personnel should be, we have no reason to impose our particular preferences in that respect on volunteers. And, where the professional is certain about exactly what a professional should know, he is more likely to be threatened in his professionalism by a volunteer trained to resemble him.

Obviously, professional insights into the causes of behavior will surely be useful to the volunteer, if not too complex or speculative. But professional methods will probably be far less applicable, particularly when they go against the grain of natural human impulses.

It is time now to become more positive as to what is *in* the volunteer curriculum. The appendix contains specimens of volunteer orientation and training materials currently in court use. While variation is considerable, certain important features are common to most courts, particularly with regard to orientation. Some of these common elements are discussed below.

1. *Definitions of basic terms* are essential for intelligent communication between the court and the volunteer.

2. The *philosophy, objectives and policies of the court* should be clearly presented as a first step in letting the volunteer know exactly what the court expects of him, why these expectations are necessary, and how the volunteer fits into the total scheme. Indeed, it is the basic framework for making sense out of later demands on the volunteer by the court.

3. The *nature and history of the court's volunteer and other probation programs are*, in a sense, another way of presenting court philosophy.

4. *Identification of the court's place in local government and the judicial structure* is another way of looking at court purpose and function. Certainly this phase of orientation should include discussion of the basic elements of state and local statutes pertaining to youthful offenders in clear, laymen's language. The basic legal procedures of the court in regard to juveniles should also be described and illustrated with charts and examples, as should the court's working relationships with other local agencies that serve as

social service resources for the court. The volunteer should be made aware of the necessary diplomacy and tact to be used with these agencies and organizations, especially in the areas where the court shares responsibility for the probationer.

5. Within the court, the *broad outlines of administrative set-up and staff function should be lucidly set out,* along with location of court resources and personnel. A clear and simple organizational chart is useful here, perhaps accompanied by flow charts of court process. Finally, some indication should be given as to when a volunteer ought to consult a staff member and when he need not do so. Basic questions fundamental to the volunteer's functions are: when should they report and to whom, to whom do they go for advice or help on certain typical types of problems, how are they found, what probationer services are available in the court, and whom do they contact in discussing and securing services for their probationer, where the probationer's file is located, what it contains, and what conditions govern its availability.

Appendix B is an example of such an internal directory, identifying and locating key court people and resources.

6. Neophytes are generally unaware of services within the court, including volunteer programs other than their own. They are equally unaware and ignorant of *probationer services available in the community-at-large.* Most courts see their volunteer probation counselors or sponsors as "mediators" for the probationer, helping him to receive the maximum benefit of the helping resources available in the community. Some of this the volunteer can do by his own personal position and contacts, but volunteers are often unable to tap the total facilities of the community unless they are aware of their existence. Some courts spend hours of orientation in this area alone, teaching the volunteer how to be a "resource development specialist" for his probationer. As such, the volunteer should be fully apprised of the various kinds of services which exist, under what conditions they can be obtained, and whom to contact to discuss or obtain them. This usually involves providing the volunteer probation officer with a directory of local agencies and services, or clear access to such a directory at the court.

The diplomatic handling of inter-agency relations is very important and should be emphasized. Perhaps the court will want the volunteer to channel all of his requests for community resources and services through the regular probation staff, rather than contacting community agencies directly. Whatever course is followed, the ground rules should be clearly and explicitly spelled out.

7. *Expectations and reality in regard to the probationer* may be provided in a synopsis of typical probation rules. In addition, the details on the volunteer's particular probationer can be provided on a form filled out by the probation officer in charge, including specifics of rules and regulations, particular things and people to watch, etc. (see Appendix D). Many courts also provide a set of typical probationer case histories from their own court experience.

Whether written, taped, discussed orally, or presented in role-playing, such case material is informative in a natural way and holds interest with its realism. It should cover and illustrate typical backgrounds, offenses and behavior patterns of probationers in the local courts, common incidents and problems, and how volunteers and regular staff have handled them. It is more realistic to convey five or six distinct kinds of cases frequently encountered then to imply there is only one typical probationer.

By a natural extension, case material can become a casebook of common problems and pitfalls encountered by volunteers in working with probationers in your court, that is: run-ins with parents or service agencies, "testing" by the probationer, early rejection by the probationer, over-identification with the probationer, unrealistic aspirations for him, etc. Another important problem area is how to develop rapport with the probationer. The alert court can quickly build an encyclopedia of problems which volunteers typically encounter, with illustrations of poor as well as good solutions gained through experience. Nothing better prepares them for handling typical crises and everyday experiences.

New volunteers often have idealistic expectations of what can be achieved with their probationer in a short time. In the first place, this puts undue perfectionistic pressure on the probationer. Secondly, it sets up the volunteer for a collapse into pessimism when early over-optimism runs counter to reality. As one veteran volunteer put it: you cannot be prudish or rigid. Rather, the volunteer must be shock-proofed by orientation. He must be able to understand, for example, that deviance by his middle-class standards may be the norm for the probationer in terms of his class, culture and environment. He must be aware of the fact that the successful person is prone to apply his higher achievement standards to the probationer to a point which is unrealistic and demoralizing for the youngster in terms of his abilities and life conditions.

Case material must, therefore, give the volunteer reasonable expectations of improvement in a probationer. Dr. Leonard Rosengarten, Director of the Juvenile Division of Philadelphia County Court, puts it this way:

> Volunteer sponsors do not document spectacular overnight transformations from delinquent girls to Joan of Arc. Rather, they say: 'I have been able to keep this girl from being totally wrecked. Without our aid this girl would have been a goner. We have managed to keep her out of great trouble. This support given Helen will enable her to finish school and help her survive on her own. We have arranged adequate housing facilities, making her home situation less intolerable. We haven't achieved much change in this very recalcitrant kid, but she will call me before doing anything else. This girl has told me that I am the only friend she has had in her life. I get calls at all hours from this troubled girl. I have made it clear that I'll be there when she needs someone.' They realize that while these advances are not monumental, they represent halting but vital progress in a girl's life.[4]

8. A discussion of expectations for the probationer leads naturally to a discussion of expectations for the volunteer. The *role of the*

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[4] Pages 47–48 in reference number 17, section B, as cited in chapter 12 of this manual.

volunteer must be covered as thoroughly as possible. It includes hard questions like: what is the volunteer's area of free rein as distinct from his area of obligation and accountability to regular staff? Is his role primarily a supportive friend to the probationer or an authority-enforcement person, or both?

We often assume the volunteer knows what the court expects of him, because we know it or think we do. But the volunteer does not know what is expected of him until he is told. In the earlier-mentioned Boulder study, 40 percent of the volunteers interviewed wanted more orientation than they had received, and many of them stressed the need for clearer definition of their role and responsibilities. One volunteer program coordinator speaks of it as a contract between the court and the volunteer:

> . . . the contract for accountability, the moral and ethical agreement we make with our volunteers. This may not be in writing, but it should at least be verbal, and it should include: (1) the term of service. Is the volunteer committing himself forever, for a year? What is the minimum term of service? (2) What commitment of hours does the agency expect? (The importance of continuity of service.) (3) What are the ground rules for expectancy in responsibility, the "thou shalt" and "thou shalt not" that you feel are important enough to stress with him? (4) Confidentiality. What are the rules and what does violation mean?

As the role of the volunteer is explained, the role of regular staff and the relations between the two also become clear. Indeed, roles and responsibilities cannot be made clear for one unless clear for the other as well. The discussion in Chapter 2 of the relation between volunteer and paid staff may be worth referring to in this connection.

Along with this general role orientation, there should be material specialized for whatever job the volunteer is moving into: case aide, tutor, volunteer probation officer, receptionist, foster parent, etc. (see Appendix C) . This is the job description of the volunteer's particular assigned job and should be presented clearly and completely.

9. Among a miscellany of features sometimes included are: a message of welcome from the Judge; a map if local geography is complex; a directory of current and/or past volunteers; and a concluding statement soliciting questions and comments on the usefulness of the material. Some courts also touch on legal status and liability considerations pertinent to volunteerism. This does not yet seem to be a problem nationally. Still, the volunteer ought to know when it is well to obtain waivers of responsibility, the desirability of automobile or other insurance, etc. In a similar vein, orientation material can touch on financial liabilities of volunteer work such as the nature and amount of expense the volunteer is likely to incur, which categories of expense, if any, the court will reimburse, and under what conditions.

Topical materials such as newsletters, bulletins and announcements are often enclosed with the standard orientation booklet or given to the volunteer during early interviews. Adequate volunteer orientation proves to involve a quite formidable amount of material. Since the essentials are numerous enough, we must especially resist the temptation to overburden the volunteer with non-essentials. What to exclude needs just as much careful thought as what to include in the curriculum.

All normal communication and supervisory contacts are opportunities to extend and intensify orientation. The process should continue throughout the entire career of the volunteer, though perhaps steadily moving from more to less prominence. The veteran volunteer needs less training support from staff; the early volunteer needs more until he becomes familiar with his new role commitment. Until then, there must be constant redefining of situations and responsibilities, worked out in face-to-face contacts with staff. Once the volunteer is accustomed to court expectations, the frequency of communication with the staff can be reduced.

Media and Methods: The Vehicles of Training in a Low-Budget College

We have considered who the volunteer is and what role we want him to assume in the court. From this, inferences have to be drawn as to the content of the court volunteer curriculum. Now we will consider the media and methods, commonly available to the court, which can carry this content to the volunteer.

1. *Written orientation material* is for immediate reading or later reference and can be handed to the volunteer when he is first hired. It is highly desirable for the volunteer to be familiar with the basic orientation booklet before the first group orientation session. Urge him to read it and be clear as to the level of mastery you require.

Volunteers will generally read a reasonable amount of court orientation material since, as the act of volunteering demonstrates, they are interested in the court. But, make it brief, readable and pertinent to their work. Thirty or 40 pages is a reasonable length. Be wary of longer productions unless clearly distinguished as reference rather than immediate reading and study resources. Written materials may include:

(*a*) The volunteer application form;

(*b*) Newsletters and other court communications of topical interest;

(*c*) Files or summary data sheets on the assigned probationer;

(*d*) Pamphlets or articles for reading and/or a reading list which shows where to get them;

(*e*) Films, tapes and other audio-visual aids;

(*f*) Volunteer orientation booklet or packet. Usually this is written or adapted especially for use by the individual local court.

The orientation booklet or packet is probably the most important of all materials. Almost every court puts such a packet into the hands of the new volunteer, most of it adapted for or written by the court for its own individual purposes. The kinds of topic areas covered by most volunteer courts have been indicated throughout this chapter, and actual outlines from several courts are included in Appendix A. Typically, the orientation booklet or packet is indexed and organized into sections for the volunteer's ready reference. It should also feature prominently what every volunteer ought to study immediately, as distinct from that which is more appropriate for later reference and/or specialized relevance for one kind of job only. Boulder's orientation booklet covers essentials for all volunteers in 40 pages. The booklet itself is bound, but more specialized material can be slipped into cover pockets provided for that purpose.

It is worthwhile to take a little trouble and expense with the appearance of the volunteer orientation booklet. Attractive covers can be purchased inexpensively. The book can be personalized by having the volunteer's name and job typed or printed on the cover. Boulder's booklet also has the court's seal stamped on the cover.[5]

2. *Field observation* (*tours, audits and demonstrations*) includes any experience in which the volunteer can observe relevant court facilities and programs in operation. This method is immediately realistic and therefore interesting. Moreover, the cost to the court is minimal since it builds on what already exists. The only expenditure is in administration and organization, perhaps some money for travel and other incidental expenses.

Varieties of field experience orientation are:

(*a*) Personal introduction to key court staff and volunteers;

(*b*) Tours of court and court-related facilities;

(*c*) Observations of a juvenile hearing;

(*d*) Auditing of small group case and training meetings in the program to which the individual volunteer will be assigned;

(*e*) Observation of actual programs in operation, especially the future program of the individual recruit.

3. *Orientation and training institutes* have the advantage of getting a large group together, instead of having to repeat material over and over for smaller groups or individuals. They may be held monthly in larger programs, though the average is closer to a few times a year.

Orientation institutes cover much the same material as orientation booklets. It is only that they can make the material live by personal presentation, demonstrations, audio-visual aids and question and answer periods. Institutes can operate in this manner for fairly large groups and, in fact, are probably the major non-written orientation medium possible for larger programs unable to afford much personal supervisory contact. It is, nevertheless, a good practice to keep orientation institute classes as small as possible. It is probably better to run a separate institute each month for 75 volunteers, than a quarterly institute for 200 volunteers each time. The orientation institute is worthwhile only if it capitalizes on its unique opportunities for presenting materials personally, dramatically and with greater immediacy.

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[5] Cost analysis of this booklet—a rather fancy job—shows 50 cents per copy on the basis of 300 copies. This includes typing and mimeographing time and cost of stock materials.

Personal impact being the unique advantage of the institute, faculty should be chosen carefully. They should be knowledgeable and should know how to communicate the necessary information to the volunteers. Regular probation staff should have leading roles as should veteran volunteers. The latter are exceedingly effective and attentively received as they tell it from the "inside." Finally, outside experts may contribute their training services as experts in related fields such as social work, sociology, education, psychology, guidance, law, law enforcement, employment counseling, etc. Parenthetically, other agencies whose professionals help train your volunteers may become more sympathetic to your program by virtue of this participation.

Institute training media can be varied for maximum impact. Lectures should be informal and lively with ample opportunity for exchange of ideas and questions. Films, tapes and other audio-visual aids are fine for realism and interest as are playlets, role-playing or other demonstration events illustrating the probation process. Indeed, given the choice between making the point in one or more of these ways as opposed to lecturing, the demonstration way is always to be preferred. It is like field observation, tours and audits, only instead of bringing the volunteer to the field, you bring the field to him. Moreover, the typical situations are constructed by the trainer. Being so constructed, the situations may lose some realism, but at the same time they can be controlled to illustrate key points succinctly. The "action" can be interrupted or replayed, subjected to criticism or scrutiny at any point, without fear of obstructing regular probation operations in the act of observing them. Indeed, it can even be set up so that trainee volunteers themselves participate in the demonstration events.

After the institute presentations addressed to all, it is often desirable to break up into smaller groups for discussion and/or orientation in each of several distinct program areas. There can be some visiting between the various program groups to help each learn more about what others are doing.

4. *Small group meetings* are an area by themselves. Usually they are held independently of any large volunteer institute. Typically, the groups are small and informal, perhaps consisting of five to 10 volunteers in a particular program such as tutoring or probation counseling. With the volunteers will be a regular staff supervisor, a veteran volunteer leader and/or an outside expert in an allied field. The group is small enough so everyone has a chance to participate and learn from one another as well as from the resource person in attendance.

In the Lincoln, Nebr., volunteer counselor program, the volunteer

> . . . counselors meet as a group once a week for lunch. At these meetings problems being faced are discussed, and counselors have an opportunity to evaluate progress being made. Approximately every two weeks a person in the community who is working with youth is invited to the noon meeting. Guests have included a juvenile police officer, superintendent of a boys' ranch, and a child psychiatrist. These meetings provide an opportunity for the counselors to inform others about the project and to gain knowledge about the type of child they are working with.

One variation is to have an expert available at the court on a regular basis—weekly or monthly—for any volunteer who wishes to consult with him. It will probably not be the same group every time, but will consist of only those who particularly want advice on a problem. One court has an MSW on hand every Saturday morning to answer volunteers' questions, and Boulder has one monthly for consultation with staff and volunteers on particularly difficult cases. The expert usually contributes without charge—that is, he volunteers his volunteer-training services.

Another variation is small group or individual consultations in which the volunteer and his probationer are present to discuss problems with the expert. The small group training approach has not yet been used or tried to the fullest, however. In a recent court survey of 72 active Boulder volunteers, 22 or about 30 percent said they wanted more opportunity to meet in small groups and discuss common problems.

5. Volunteer training need not always be at the court and by the court. The court should *exploit fully volunteer membership in other training facilities*. The advantages are savings in court resources and court time. The disadvantage is in splitting off the training function from the operations function so that the court utilizing the volunteers does not have control of their training.

College volunteer-trainees will be concurrently in courses for which court work is required as field experience in such areas as sociology, criminology, social work, psychology, education and guidance, the ministry and law. Other things being equal, the training burden on the court is eased in respect to such college volunteers. The training problem is "solved" by recruiting people-in-training. One must only be sure that the trainees' course work has realistic relevance to their court work and does not conflict with it.

Non-college volunteer trainees can come from all sorts of other institutions and groups: secretaries-in-training from a business college or the Neighborhood Youth Corps, cosmeticians from a beauty school, executives-in-training, etc.

Sometimes, when formal training has not preceded volunteer work, the court experience will whet the appetites of the volunteers for advanced training. In one recent 10 week period, three of Boulder's very best community women volunteers applied to a local graduate school of social work. All had come to the Boulder Court pretty much as full-time housewives. The Social Work Associates Program in Minneapolis mentions the same phenomenon with its women volunteers.

Good volunteers can improve through such advanced training but they can also become so involved in it that they will no longer have time for the court. Moreover, they may expect upgrading in work status as a result of advanced training, and the court may lose them if it is unwilling to grant it. Volunteers seeking advanced training on their own initiative is one more symptom of the court's inability, by itself, to give good volunteers the training-growth they crave. But the court can at least support the volunteer's initiative in this.

Someone on the staff should make it his business to scan for notices of lectures, films, seminars and corrections-related meetings in areas which would be of interest and would be educational for volunteers. While this is a rather informal method, it can be an excellent source of training. As a related point, it may also be possible to capitalize on what there is in common between your volunteers and the work of other service people in the community such as welfare, mental health, and school personnel. An exchange program of training institutes is one way of doing this. When related local service agencies have speakers, films or institutes of training value, it would be worthwhile to have invitations extended to the volunteers. Extend reciprocal invitations to other agencies when you have institutes. This is an excellent way to improve inter-agency relations.

Somewhat more formally, if your town is large and volunteerized enough, it may have a central Volunteer Bureau or Talent Pool. Training of some use to all participating agencies may then be jointly organized.

6. *Ongoing staff guidance and supervision,* usually in one-to-one contacts, is the court's most important opportunity for training after early orientation institutes have been terminated. There are opportunities here for the personal touch in tailoring the approach and content to the needs of the individual volunteer, with follow-up in depth. This will generally be informal, on-the-job learning of the apprentice variety. The emphasis on training in these contacts will depend on the nature and complexity of the task assigned and the qualifications of the volunteer. As long as the volunteer will be learning from staff contacts, staff should use these opportunities intelligently and consistently. If natural contacts are not frequent enough, staff should take the initiative in arranging more of them.

Especially in larger courts, the people who staff overall orientation institutes do not completely overlap the people who take responsibility for on-the-job training. The former may include the volunteer program coordinator, the judge, the chief probation officer and outside experts. The latter is likely to be the probation officer or other staff member most directly supervising the assigned volunteer's work in a particular program. Staff should be clearly cognizant of the point where primary responsibility has passed from general orientation to the volunteer's individual staff supervisor, and these two phases must be coordinated.

A Review of Economies in Court Volunteer Training

1. *Use what the volunteer already has, to the utmost.*

2. *Use what the court already has* in terms of (a) ongoing operations and (b) staff.

3. *Use what the community has.* These stratagems have been described previously and need only be listed here.

   (*a*) Consulting experts to help train volunteers in various probation-related areas.

   (*b*) Local training institutes to provide (1) coursework background for their volunteer trainees' fieldwork experience in the court, or (2) advanced training for already experienced volunteers.

   (*c*) Local training-related events such as lectures, films, institutes or seminars conducted by local service agencies.

   (*d*) Contributed money or materials applicable to training: for example, local libraries, individual citizens and service clubs.

4. *Use the broader community, state and nation.* There are an increasing number of areas in the United States where two or more volunteer courts exist within easy traveling distance of one another. Such courts might profitably pool resources and train their volunteer classes together. In fact, the Denver Metropolitan Area already does this. Three courts have combined to train their monthly classes of entering volunteers. Interestingly enough, a juvenile court trains its volunteers along with young adult misdemeanant volunteers in these sessions. After they have attended the general sessions with the others, these volunteers have an additional single session concerning juveniles.

If there are no other courts with which to collaborate, volunteers in detention, welfare or even mental health might be close enough. In any event, the Denver experience seems to suggest that a cooperative program can hit the high spots of truly common interest while reducing the burden of training responsibility for any single court.[6]

A Pennsylvania plan is a noteworthy extension of the joint-training idea, on a statewide basis. The Public Service Institute of Pennsylvania provides training in 19 different fields including corrections for local government officials and those engaged in closely allied fields, part-time or as volunteers. This is done at no cost to the local unit of government. While at present the Institute is not training correctional volunteers, the curriculum is sensitive to community requests for establishing special courses. The Institute will develop a course tailored to such needs and secure qualified training personnel. Since it already trains corrections people and volunteers in other fields, there is no reason why it would not train correctional volunteers. The Institute is funded by the Commonwealth of Pennsylvania and the United States Government through the Smith-Hughes, George-Deen, George-Bardeen, and Perkins Bill (88–2110). We are advised that Pennsylvania is presently the only State with such a program available to its citizens and communities, but other States are believed to be eligible to apply for similar funding.[7]

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[6] For further information on the Denver joint training program, the reader may contact: Judge William H. Burnett, Presiding Judge, Denver County Court, Denver, Colo., or Mr. Jerry Nordstrom, Chief Probation Officer, Juvenile Division, Hall of Justice, Brighton, Colo.

The "national volunteer" from VISTA or elsewhere usually comes to the court with much of his training already provided by national or other non-local sources. This is certainly helpful to the court but does not solve the problem of training the part-time local volunteer who is usually the overwhelming majority of a court's volunteer staff. Perhaps it would help if VISTA people could be trained to train local volunteers and handle other aspects of the volunteer management processes such as recruiting and screening. We have heard of this happening, but only informally and on a small scale.

State or national agencies can help provide free or inexpensive training materials and can tell us what is available of potential relevance to court volunteer training. Courts should try to persuade them to do more in this regard. A particularly significant development in this area is the recent establishment of a "Correctional Training Resource Center." As described in the first issue of its quarterly newsletter (Fall 1967):

> The NCCD, in cooperation with the American Correctional Association, Joint Commission on Correctional Manpower and Training, and the U.S. Bureau of Prisons, has been awarded a grant from the Office of Law Enforcement Assistance to establish a Correctional Training Resource Center. The Center is designed primarily to serve the needs of OLEA Statewide In-Service Training Programs for Correctional Personnel, and will also serve as a resource to other correctional training programs. The Resource Center, in conjunction with the NCCD Information Center, has begun to collect and process material on correctional training programs and techniques, as well as curriculum materials. Selected publications from the collection will be announced in this quarterly newsletter. Resource packets, each devoted to a different subject, will be compiled by the Resource Center and Information Center staff and will also be announced in the newsletter. Two copies of each packet will be sent to each grantee of an OLEA Statewide In-Service Training Program for Correctional Personnel. In addition, persons planning training programs may address specific inquiries for information to the Resource Center.[8]

Inquiry established that none of the training resource packets currently under development were designed for court volunteers, although some might have value in that regard. Clearly, volunteer courts must make their training needs better known and appreciated by national agencies such as these.

The court volunteer training curriculum described in Appendix E was developed under OLEA Grant Number 037, at Denver County Court (adult misdemeanants) and in conjunction with the University of Denver Graduate School of Social Work. (Professor

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[7] Further information may be obtained by writing to the Executive Director, Public Service Institute, Commonwealth of Pennsylvania, Box 911, Harrisburg, Pa.

[8] For inquiries, or to be put on the mailing list, write to: Mr. John M. Borys, Director, Correctional Training Resource Center, National Council on Crime and Delinquency, 44 East 23rd St. New York, N.Y. 10010.

James D. Jorgensen). We also understand that the Jewish Board of Guardians in New York City has recently developed a research and demonstration project in the training of juvenile court volunteers. For further information, one may contact Dr. David Twain, Director. Research and Development Center, Jewish Board of Guardians, 120 West 57th Street, New York City. Volunteer courts will be eagerly awaiting the results of these investigations and others now planned or under way.

Training Those With Whom the Volunteer Works

The training of the volunteer cannot be discussed without considering what must be taught to those with thom he works: the probationer and his family, and, most of all, the regular staff.

As the volunteer must learn to understand the probationer, the probationer should also be helped to understand the volunteer—who he is and what he is trying to do. The same goes for the probationer's family. Some courts have pre-assignment meetings where all parties are oriented to the situation and to each other's role in it. Some courts will not assign a volunteer unless, at such meetings and elsewhere, the probationer and his family accept the volunteer and give reasonable promise of cooperation with him. Probation officers should take care to explain the role of the volunteer to the probationer and his family in cases where they are to be involved with a volunteer. This should be done as early and as clearly as possible.

Written material describing court programs and asking cooperation is handed to all probationer partners in Boulder, at the beginning of probation. Program assignment notification letters to parents do the same kind of thing for individual programs.

Nothing in current curricula prepares the probation officer to work with volunteers. The college-trained probation officer is no better prepared for this than the traditional probation officer. Until this gap is filled, local volunteer courts will somehow have to do the job themselves, for without knowledgeable staff management and support, any volunteer program will fail, however high the calibre of its volunteers. This is more than a matter of good intentions. Volunteer program management is a special body of knowledge. The court must make every effort to prepare and train regular staff for their new volunteer-related duties. Reasonable tolerance should be extended to them as they do so, by volunteers as well as the Judge.

In conclusion, it may have struck the reader that the present manual is designed to serve in just the capacity being discussed—as an orientation and training resource for probation officers and program coordinators in volunteer courts. For the future, it is urgently hoped that the corrections career curricula will respond to the profound alterations which have followed the introduction of volunteers into courts during this past decade, as we do not believe formal training within any single existing discipline will fill the present gaps.

APPENDIX

Orientation and Training of Volunteers

Appendix A: *Outlines of Basic Volunteer Orientation Material From Several Agencies*

Appendix B: *Examples of Intact Sections From Court Volunteer Orientation Material*

Appendix C: *An Example of Specialized Orientation For A Particular Volunteer Job*

Appendix D: *Examples of Forms Used to Orient A Volunteer to His Assigned Probationer*

Appendix E: *Volunteer Training Outlines at Three Courts*

Appendix A: Outlines of Basic Volunteer Orientation Material from Several Agencies

A1. *Boulder Juvenile Court: Outline of Printed Orientation Book Given Each Incoming Volunteer* (40 pages)

- I. Boulder Juvenile Court Organizational Chart
- II. Volunteer Programs:
  - a. A History of Volunteer Programs in the Boulder Juvenile Court.
  - b. An Introduction to Boulder County Juvenile Court (A brief on available programs).
  - c. Action Programs and Ideas (longer description of programs).
- III. Aids to Volunteers:
  - a. Some Things to Think About in Working with Juveniles
  - b. Typical Probation Rules,
  - c. Some Typical Juvenile Delinquency Case Histories,
  - d. Directory of Information and Services for Boulder County Juvenile Court Volunteers,
- IV. Introduction to the Court System:
  - a. Boulder County Juvenile Court (Jurisdiction and Philosophy)
  - b. Organizational Flow Charts A and B (Procedures in Court referrals and court programs)
  - c. Colorado Revised Statutes as Related to Juvenile Delinquency
- V. Special Orientation Material for the Volunteer's Particular Job Area, e.g. Foster Parent, Assistant Probation Officer, etc.

NOTE.—Plans are to add: (1) a statement on the court's financial policy as regards support or non-support of work-related volunteer expenses, and (2) a statement covering volunteer auto insurance, and court policy generally in regard to volunteer liability and injury.

A2. *Topeka, Kans., Law Student Volunteer Program* (30 pages)

a. Philosophy of the Juvenile Court
b. Messages from the Judge, the Dean of the Law School, the President of the Student Bar
c. Function of the Juvenile Court, policies, mode of operation, legal opinions pertaining to common offenses dealt with by the court.
d. List of Court Staff
e. What is Probation
f. Role of the Volunteer's consultant supervisor (a psychiatrist)
g. Function-Goals-Purposes of the law student volunteer program
h. History of the Law Student Program
i. History of the Court
j. Aids and Resources in the community for your probationer
k. Map of Topeka, Kans.
l. Custodial and Detention Institutions related to the Court's work
m. A volunteer application form
n. List of current and past volunteers
o. List of coming year's main events

A3. *Royal Oak, Mich., Young Adult Misdemeanant, a variety of volunteer programs.*

Our understanding is that Royal Oak's written material is quite brief, with emphasis instead on face-to-face talks between the volunteer and the volunteer program administrator. What appears below is based on "Concerned Citizens and a City Criminal," Exhibit E. "Information sent to volunteers in the program".

a. Sources of assistance for further information and services within and outside the court.
b. Role of the volunteer, with a strong background of court philosophy.
c. Obligations of the volunteer, especially as regards frequency of contracts with probationers and the court staff.
d. Suggested techniques and strategies for volunteers.
e. Basic rules of counseling and approach for volunteer sponsors.
f. Other material on special programs, history of the court, etc.

A4. *Lane County, Oreg., Juvenile Department*

They have an orientation kit containing:

a. Descriptive pamphlets about the agency and its services
b. A volunteer service brochure
c. "Public Welfare" by Emma Harris, Public Affairs Pamphlet #34
d. "The Child Welfare Worker's Job in the Public Agency", a pamphlet.
e. Reprint of a newspaper article, "How to Be a Good Volunteer."
f. Outline of the Court's Volunteer Orientation Course.
g. Audio-Visual aids, specialized orientation material and reading list, as appropriate.

A5. A review by *Cook County of Public Welfare, Children's Division,* suggests the following subject matter for volunteer orientation.

a. History of the agency, services rendered

b. The philosophy, objectives and policies of the agency
c. Administrative set-up
d. Departmental operations, staff function
e. Personnel policies and practices
f. Purpose and goal of Volunteer Program
g. Role of volunteer
h. Regulations governing volunteer activity
i. Basic principles of Social Casework
j. Community Resources
k. Tour of agency

Appendix B: Examples of Intact Sections From Court Volunteer Orientation Material

BOULDER COUNTY JUVENILE COURT

B1. Some Things To Think About in Working With Juveniles

We realize fully that working with juveniles cannot be reduced to "cookbook" form. Much will always be left to your own good judgement. Every case has much of the unique in it and can't be handled exclusively in terms of general rules.

As a general rule, our juvenile probation staff feels that respect is the keystone in working with a juvenile offender. Your ultimate goal is a counseling type relationship. The youngster, however, will never be open to effective counseling until he respects and trusts you as a person. He will never respect you until he realizes that he cannot "con" you, and that you will not "con" him. He has very probably learned that he can in many respects "con" most of the people like yourself that he has come into contact with (school, parents, employers, etc.). You *must* be different. You *must* be honest. Never make a promise or a threat that you cannot back up. When he realizes that this situation is really "for real", then you will begin to make some progress. Within this general fromework, here are some guidelines well worth your thinking about, as points of departure around which to build and organize your own personal experiences working with juveniles.

1. Keep in contact with the child. Rome wasn't built in a day nor is a child's life rebuilt in a day. Whatever your volunteer job, be prepared to invest some time with the child. We recommend *at least* one visit a week, as a minimum. Occasional contacts are unlikely to make the kind of impression we need.

Keep in contact not only with the child but with the juvenile department. The APO, tutor or other reports you fill out on each contact with the child, are extremely important in keeping the Juvenile Officer in charge of the child fully advised as to the child's progress, with you and the other volunteers working with him. *Please file and return these reports fully and promptly.* It's crucial.

Also, come in and see us as frequently as you can, with your ideas, reports, suggestions and problems. We're here to help, too, and the Juvenile Officer in overall charge of your youngster is the one person who has all the threads in his hands, since he alone receives reports from all volunteers and agencies working with that child.

2. *Patience.* Don't expect overnight miracles. When things have been going wrong for years and years with a child, they don't get corrected in a few weeks, or months, or even years. Indeed, the positive

impact of your work may not have decisive effect till long after you've stopped working with a youngster; you may never even see them.

It takes time. Even if slow progress is visible, there will be frequent setbacks.

3.[*] *Be ready for such setbacks* with patience and the ability to deal with your own disappointment, and heartbreak. That does not mean you can't show anger-under-control as a normal human would respond to "bad" behavior. But do not vent your frustration and anger on the child; it's a very easy trap to fall into, even unconsciously. Although we all like to achieve success with a child, remember he does not *owe* it to us; he owes it only to himself.

4. *Give attention and affection.* The child you're working with may never have known really sustained attention and affection, and (at least at first) he may not know how to handle it in a normal way, i.e. he may tend just to sop it up hungrily without giving in return.

For one thing, *don't expect explicit thanks and gratitude* either from the child or his parents. Even if the child feels it, he may not know how to express and communicate it, may actually be embarrassed by it. In fact, puzzled by what your role is, and angry at being on probation, the child may frequently focus his resentment on you, and this will be hard to take when you know you're only trying to help him.

But though your work is not rewarded by specific thank-you's, it is in the long run appreciated, probably more than you or we shall ever know.

5. *Be prepared to listen and to understand* what your child says. Maybe it's easier for you to do most of the talking, even to preach, but chances are the child has had plenty of this before and hasn't responded to it. What he very likely *hasn't* had is an adult who will hear him out, really listen to what he has to say. What the child has to say may shock you, in its difference from your own set of values and standards; try therefore to think of it in terms of its causes, objectively, without either judging or condoning.

One of the child's important problems, remember, is communication with adults; not because they haven't "talked at" him, but because they haven't listened to him enough. Therefore, *too much talking on your part* is more likely to break communication than enhance it.

6. *Be a discerning listener.* Listening doesn't mean you have to believe everything you hear. Some of these kids are pretty skilled manipulators, and have come to believe that stretching the facts a bit is an effective life style (they may not even know they do it). Much of this, too, will be just letting off steam, getting things off their chest, and within limits, this is a good thing.

Still, *don't be a naive all-believing listener.* Check the facts whenever you can; see how well what the youngster tells you accords with reality. When it doesn't, it is frequently good to let him know you know this, kindly but firmly, i.e. "reality test" for him. As he comes to know that you expect accuracy (within his means to achieve it), maybe he'll get in the habit of producing it more often, and very likely he'll respect you the more because you expect it.

7. *Don't pre-judge, particularly at first.* Keep an open mind on the

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[*] **EDITOR'S NOTE.—This is the problem of counter-transference hostility, as psychologists might term it. It is especially a danger in well-meaning but naive counselors, and in court settings where they can really punish a youngster for letting them down.**

probationer especially when first getting to know him. Avoid forming fixed and premature opinions, until you've done a lot of discerning listening, and gathered all the background information you can.

8. *Know your youngster;* get all the information you can on him. Some volunteers prefer to form their initial opinions solely by direct contact with a child and not by previous study of the extensive files we have on him. Others prefer to study these files first, but *at some point you will want to take advantage of the enormous stores of information in the youngster's file at the probation department.* You'll need all the background you can get on the whole child, and you'll be missing vital parts of it if you don't study this resource file. It contains home and school investigation reports, continuous evaluative comments and reports by regular staff and volunteers, personality, attitude, aptitude, school achievement, optometric and audiological test results, and basic papers describing the child's family background, record of previous offenses, legal status as an adjudicated delinquent, etc. This file, and other information resources at the Court (described in a directory currently being issued to volunteers) are to be *studied only at the Court;* they cannot be taken out except in very rare cases with clear and explicit special permission from regular staff.

As a related point, familiarize yourself with the range of services in the Court and community, from which your child might benefit. Do not hesitate to suggest to us that they be added, if you think it appropriate.

9. *Respect confidentiality, utterly and completely.* Whatever you know or surmise about a youngster is under no circumstances to be divulged to or discussed with anyone but a person fully authorized by the Court to receive this information. Not even the fact that he is a juvenile offender should be disclosed.

This stricture is *absolute.* Violations are not only highly unethical; they are the surest way to destroy a relationship with the juvenile, if discovered, as they frequently are.

As a related point—respecting the privacy of the juvenile—be cautious and judicious about asking probing personal questions, especially early in the relationship. The response may be only resentment, until such time as the relationship can support discussion of personal material. (Nor should you assume the youngster wants to hear *you* discuss *your* personal life in lieu of his.)

10. Don't rush it, but as the relationship develops you can *encourage the youngster to think about himself,* his actions, goals, etc. and from that knowledge plan together, more constructive activities from which he'll derive a measure of self-respect and success. Many of our youngsters have previously done almost no careful thinking about themselves in any planful, forward-looking way. They seem almost to run away from self-awareness.

11. *Report violations.* Confidentiality does *not* include keeping known violations a secret from the Juvenile Officer in charge of the youngster.

However easy and "nice" it may seem to do so, in the long run, sweeping such things under the rug does the child a disservice, i.e. he continues to think he can always "get away with it", and you, by sacrificing everything to win his friendship, will end up by losing his respect—by being a "tool" he can do anything with. *Report all violations, promptly.* In general, whenever you have the slightest doubt as to what your legal or law enforcement obligations are, you should *check* with a supervisory person in the Court. Do this immediately, before taking any action which might be seriously wrong or even illegal.

Even in discussing with the youngster possible or unproven violations, be honest and firm when you disapprove; this is not inconsistent with being supportive and friendly, whenever possible. After all, if you don't stand for something in his eyes, there are very few others who will.

12. *Know your job.* Much of the above depends on what volunteer job you have. Group Discussion Leaders have "privileged communication" with probationers, for example; APO's and DPO's do not, and must report violations.

Be sure you *discuss with a juvenile officer and understand thoroughly your particular volunteer role, before beginning work.* Know its possibilities and its limits.

In general, your volunteer initiatives are encouraged, but *do not expand your role, e.g., from tutor to APO, or APO to tutor, even unofficially, until you consult thoroughly with a regular staff person.* This includes extras, of course, like taking the youngster on a trip with your family, etc.

13. *Be supportive, encouraging, friendly, but also firm.* Whatever role and obligation you have, as the youngster's "conscience", to oppose and report infractions, you can still be supportive, encouraging, friendly, to the limit possible. Indeed, respect and friendship will be far more solid with both if the child knows that at the same time as you appreciate and respond to efforts at self-improvement, you will be firm, honest, and objective in disapproving where this is warranted.

14. *Present your ideas clearly, firmly, simply. Always mean what you say, and be consistent.* Never make a promise or proposal unless you've thought it through first, and are fully prepared to back it up. The juvenile will test you, "call your bluff" and see if you will in fact consistently deliver as promised, either as rewards or in backing up the limits you set. Be serious about the limits when he tests you, and the rewards when you've promised them and he has delivered. All this is an important part of his learning to trust you, (which will come slowly in any case).

Don't let the kid down even in apparently small things, like *showing up for appointments, and being on time.* If you don't show responsibility as a model for him, you cannot expect him to learn it for himself.

15. *Be a good behavior model for the child.* One of the best things you can do is to become, in your own behavior, a good model for the youngster. If your own dress, language and behavior is not of a good standard, you can scarcely expect it from your probationer. Chances are he has had enough "bad models" already; give him a good one.

There is another respect in which it is especially important that your own conduct be above reproach while working for the Court, in that you represent the Court and your behavior reflects on the Court at all times. You may justifiably consider a few hours volunteer work in the Court as but a portion of your life; mainly, you may be a college student, a housewife or a businessman. Others do not make that distinction so readily. To them *you are a Court person,* and expected fully to meet the high standards the Court itself expects of others (much the same thing as community expectations of teachers and ministers). If you do not do this, *the Court* will come in for heavy criticism to which it is very vulnerable, perhaps more so than you yourself are. This is not a hypothetical situation; it has happened, and quite painfully, in a few cases. *Before accepting Court volunteer work, you must decide to live up to this special condition.* If you don't feel you can, no harm is done, provided it is stated clearly to us beforehand.

16. *Avoid being "caught in the middle".* You can be a liaison between the child and his world, but be careful not to get "caught" between the child and his parents, the child and his teachers, the child and the Court, especially as *an intercessor in some way used by the child against his parents, or vice versa.* Frequently, this happens when you succumb to the temptation to be liked by the child *at all costs,* to be a "nice guy" no matter what. It can easily happen here that the child will then "use" you in the conflict with authority which is often his control problem.

Your relations with the child's parents are a particularly sensitive area. Move with care here and inform yourself as fully as possible early in the relationship, by discussions with the Juvenile Officer in charge of the child, etc.

In general, remember that though your own relationship with the child is naturally foremost in your mind, he has other important relationships as well: to his parents, peers, teachers, etc. Give some careful thought and attention to these, too.

17. There are indeed a number of things to keep in mind when working with a juvenile, but much of it boils down to "Be yourself" and "Care sincerely about the youngster." We have always been confident that our volunteers are just that kind of people.

B2. *Guidelines for Volunteers in Action, by Lane County Juvenile Department, Volunteer Coordinating Committee*

1. Accept the children as human beings with problems and as individuals who are no better or worse than any of us. Accept them as they are rather than as you would like them to be. Assume a nonjudgmental attitude toward the children so that you will be able to give the acceptance they so badly need. Everyone needs acceptance in order to grow whether it be you or me or your child or mine. This need is no different in the children here and must be met by those of us who come into contact with them.
2. Give sincere interest and attention to them as individuals and try to respond to the interests and needs of the child rather than to what you personally like or dislike in their behavior.
3. Be kind and consistent in your attitude toward each. Avoid favoritism towards one child and rejection of another.
4. Above all, be honest and sincere and don't force yourself to show affection or attention if you genuinely don't feel it. Don't impose yourself on a child, but do be friendly, kind and pleasant, thereby making yourself receptive for a relationship.
5. Don't be afraid of the children. You will find that even though most have serious problems, when you meet them here in the group work situation, they are very much like any other teenagers.
6. Forget about yourself and concentrate on the task at hand.
7. Try to learn first names and call the youngsters by name as

NOTE.—Another approach to the same kind of orientation as was covered in B1. Also, these are volunteers working with delinquent children under detention rather than on probation.

much as possible. This is a small thing, but in calling by name you communicate friendliness and warmth.

8. Don't discuss yourself and your family unless asked. If you are asked personal questions, however, you should answer them honestly, even if this is difficult.

9. Don't carry on personal conversations with other volunteers unless the youngster is included. We are not here to socialize with one another, but to afford the children opportunities to relate in a positive way to adults.

10. Don't probe into the personal lives or histories of the children or into reasons why a child is in detention. Don't ask personal questions, such as last names, where they are from, parents names, what school attended, etc., but do listen and feel free to ask about interests, hobbies, and what they like to do.

Houseparents will supply us with any information they feel we should know about a child if unusual behavior is anticipated, such as "Mary is worried and upset today because of her court hearing" or "Mary's attention span is very short so she may not be able to complete a project."

11. Maintaining confidentiality in regard to the children is an absolute must that cannot be stressed strongly enough.

Never reveal the identity of any child you meet here.

Do not discuss the cases outside of the department.

If you know or recognize any of the children assure them that you will keep it confidential. You will be questioned about the children and pressed for details regarding their cases. Since one of your duties as a volunteer is to represent the department in the community, you will want to strictly adhere to the department's policy of protecting the identity of the children detained.

You can talk about your participation in the programs offered and how a child receives help through them. You might tell of the contrast in a youngster's behavior as you see him benefiting and perhaps growing emotionally as a result of the help and care he receives here. You might explain, for example, how a girl without adequate clothing was afforded an opportunity to make some garments through the sewing program.

You can further in the community the appreciation and support of the work being done here for children by expressing and emphasizing the good experiences that children have. The goals and standards of the Juvenile Department and its detention facility are high and this can and should be communicated to the public.

12. *Hostility*—When confronted with a hostile child, don't force conversation upon him, move on to others who may be eager to visit with you. Never respond to hostility with anger as this simply reinforces the child's behavior and begets more hostility.

13. Attempt to differentiate between a *withdrawn* and a hostile child. A withdrawn child can use your attention.

14. *Swearing*—If a child curses, tests, makes cutting remarks or attempts to agitate you, above all try not to fall into the trap of responding in a hostile, sarcastic, or anxious manner. Don't act shocked. Retain your composure, ignore it, and chances are the child will feel no further reason to irritate you. If swearing or such is done repeatedly, you can call it to the attention of the houseparent and he will deal with the situation.

15. *Case background*—Sometimes a child will need to tell you the details of his case in an attempt to get your support. Don't be drawn into giving an opinion on the facts related to persons involved. (You might say that you can understand why he might feel a certain way, agreeing, disagreeing or having an opinion.)

16. *Discipline, Authority and Supervision*—Don't ever discipline a child or give one child responsibility for supervising another. If a child overwhelms you in terms of his acting out or behavior problems, confer with the houseparents, but never threaten a child with "I'll get the houseparent." Volunteers are not responsible for supervision of the children, the houseparents are. We do not have the authority to discipline or the ability to deal with difficult behavior problems. Volunteers are never left alone with the youngster as there are always houseparents on duty.

17. Don't over-identify with children by behaving as they do or by joining them on their level. Find a meeting ground where you can relate to them while maintaining a friendly adult attitude. In relating to them on the level of a peer, you may think you are really "in," but this isn't a good relationship. The children should aspire to our level, rather than us resorting to theirs.

18. Dress—neatly and casually—going easy on the makeup. Purses—should be left in control room.

19. When asked to comment upon a finished product, give an honest answer. Praise the work and the child if you can, but if it is a sloppy job, the child can tell, so don't smooth it over. Suggest it would only take a few minutes to re-do a dart, for example, and the girl would be much happier with it.

20. Don't psychoanalyze the children or advise them to try to solve their problems. (Leave this to the head-shrinkers.) Don't give your address or phone number. Maintain a casual relationship only.

21. Don't expect thanks or a show of appreciation. If you need to have an outward sign of appreciation, you may often be disappointed in this work as so many of the children are not able to demonstrate or verbalize their thanks even if they feel it. We must be mature enough and have sufficient feelings of security and adequacy to be able to give without expecting anything in return.

B3. *Directory of Information and Services for Boulder County Juvenile Court Volunteers*

All Court volunteers will want to know the resources of information and services available in the Court. Please read this directory carefully, and use it as a regular resource.

A. *You'll want to know who is ultimately in charge of the juvenile probationer with whom you are working*. Judge Holmes and Mr. Taylor have overall responsibility for Juvenile Court operations. They welcome your visits and suggestions, and will make as much time as possible available for this.

More specifically, the regular staff people listed below have overall responsibility for each youngster. No matter how many volunteers may be working with a given probationer, the threads all come eventually into their hands, and theirs is the overall policy direc-

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(**Editor's Note.**—A specimen of the kind of orientation material that tells a volunteer "who-what-when-where" for resources in working with his probationer.)

tion for the youngster. Therefore keep in contact with them as your single most important resource. With very rare exceptions, assignments are:

1. All boy probationers residing in the City of Boulder:
   Juvenile Officer Robert Hamm, 444–1422, Ext. 45.
2. All boy probationers residing in Boulder County outside the City of Boulder:
   Juvenile Officer Charles Cameron, 444–1422, Ext. 46 or in Longmont, 776–9135.
3. All girl probationers, wherever they may reside in Boulder County:
   Juvenile Officer Mary Osterberg, 444–1422, Ext. 35.
4. Any youngster, boy or girl, with whom we may be working informally, i.e. not officially on probation: Mr. George Taylor, 444–1422, Ext. 40.

B. *Who are the other volunteers who may be working with your probationer?* In the present complexity of programming, there have been frequent cases where one volunteer working with a given probationer doesn't even know who the other volunteers are who work with that probationer, e.g. his APO, tutor, Group Discussion Leader, Minister (via Church Referral), etc. Opportunities for coordination and pooling of information are lost, and sometimes volunteers actually work inadvertently at cross purposes with one another.

If you are working with a probationer in any capacity, please make it your business to get in touch and keep in touch with the other volunteers working with him. Take the initiative if necessary. How do you find out who these other volunteers are?

1. The regular Juvenile Officer in charge of the youngster, (paragraph A above) will know.
2. As of now, we will start putting this information on the inside cover of each probationer's master file, located near the Juvenile Department secretary's desk.

C. *Background Information on Your Probationer.*

We have a great deal of this, and you have a right to know it. Sources are:

1. The regular Juvenile Officer to whom the youngster is assigned (paragraph A, above), is best qualified to give you the overall picture, historical and present.
2. The master file on each probationer, located near the department secretary's desk (Extension 41) is a rich resource. Judge Holmes' policy is that, with rare exceptions, this information is open to anyone who is responsible enough and cares enough to be assigned volunteer work with the youngster. That means you. This information is entirely confidential, of course, and must be studied at the Court; it cannot be taken outside the Court in written form.

   Some things in this master file are:

   a. Legal papers relating to the youngster's processing and status.
   b. Program assignments.
   c. Volunteers working with him.
   d. Home and School Investigation report made by a Juvenile Officer, at commencement of probation.
   e. Psychological and attitude test results and report.
   (Before any conclusions are drawn from these, however, they

ought to be discussed in person with Dr. Scheier, Ext. 55, the volunteer Court Psychologist. See Mr. Taylor for permission and to arrange this.)

f. As of recently, optometric and audiological screening reports.

g. IQ, school aptitude and achievement summary.

h. Evaluative comments and reports by the Juvenile Officer and contact reports by other volunteers working with the child, e.g. tutor reports, APO contact sheets, etc.

For basic information, in concise form, be sure to utilize the Court locater book, usually kept near one of the secretaries' desks downstairs in the probation department. This is kept up to date by Mrs. Marilyn Baughman (444–1422, Ext. 41 or 443–5345). It is a big ledger-type book and includes on one line for each probationer: Name, Address, Date of Birth, Date of Hearing, Offense, Detention Information, Disposition (probation, restitution, etc.), Agency Referral if any, Basic Programs to which assigned, Special Entries such as violations and/or revocation of probation, and Final Disposition. The same kind of information is available on punch-hole cards which Mrs. Baughman can show you how to use.

D. *Other Services for Your Probationer.*

It may at some point seem to you that your probationer could use services in addition to those now being supplied by regular staff and other volunteers (paragraphs A and B, above). If so, here is the procedure:

1. Find out what these possible services are.
    a. Be sure you know if in fact the youngster already is receiving or has received this service (from sources in paragraph C, above).
    b. For services available within the Court, read the Court program descriptions in your yellow book of volunteer orientation materials. If you don't have one of these, or suspect yours is out of date, get a current one from one of the dedepartment secretaries. The Court Newsletter will also be a valuable source for the very latest program developments.
    c. For services available from cooperating agencies outside the Court, we have recently prepared a thorough list and description. This is the "Listing of Community Resources for Boulder County", a loose leaf binder book available from the department secretaries for study at the Court—it usually cannot be taken out.

       Chief Juvenile Officer Taylor (Ext. 40) also has this knowledge and more besides, at his fingertips. He is a primary resource person especially for services outside the Court, e.g. therapy, welfare homes, etc.
2. Discuss your proposal for further service assignment with the regular staff Juvenile Officer to whom the youngster is assigned (paragraph A). He, in consultation with Mr. Taylor, is the person who must make the ultimate policy decision on assignment as well as take responsibility for follow-through on the mechanics of assignment, if approved.

E. *General Information and Communication*

Many exciting things are happening in the Court these days, and we are making every effort to get this news and background to you.

Any further suggestions will be most welcome.

1. A Court Newsletter is published monthly with up-to-date news and views. Along with other topical material, it is available at the entrance to the Juvenile Offices, through your volunteer tutor program administrator or APO leader, etc. Any news items you wish to contribute can be phoned to the department secretary (444–1422, Ext. 41).
2. A certain number of volunteers who are frequently at the Court have been assigned message boxes, in the room to the left as you come in the Juvenile Department offices. If you have a box, we hope you'll be able to check it for messages or materials reasonably often. If you don't have one and want one, ask the secretary.
3. The Juvenile Court Library located in the Juvenile Department, is rapidly developing as a source of background materials on juvenile delinquency and problems of adolescence.
4. Several times a year the court has informal coffee hours, training institutes, films, talks, or panel discussions. We hope you'll keep alert for times and dates. Probation officers and volunteer area chairmen are good people to check with regularly for this information.

B4. *List of Reminders Given to Volunteers Starting Out at Junior Village, a Large Washington, D.C. Institution for Dependent and Neglected Children.*

Welcome!

Now that you are a Volunteer at Junior Village, you are starting a new and exciting job. You are also undertaking a serious responsibility.

We are taking you seriously too. That is why you have been asked to file an application, provide references, have an interview, and attend two orientation sessions.

You will learn from the staff member supervising your area of service your specific duties. If you are bringing a special skill or program, you will work out the plans for carrying out the activity with this supervisor.

There are responsibilities and routines that apply to all volunteers at Junior Village. These are the counterpart of what is required of paid staff members.

You are expected to:

Sign in and out on your record card in your area of service.

Wear your identification badge—red for volunteers, blue for staff.

Be regular and punctual in attendance. Children and staff will be counting on you. Call your area of service in advance if you must be absent.

Get staff permisson before taking children out of cottages and before giving them sweets. Plan activities with staff and order supplies through them.

Be flexible. Children and cottage arrangements may change from week to week.

Bring your working problems to the attention of supervisory personnel, your volunteer Cottage Chairman, or the JVVP.

Respect the confidences of the children.

Refer all disciplinary problems to staff.

Wear simple, comfortable clothing, washable for those working with little ones.

Leave valuables at home and ask your staff members where to leave your purse.

Report personal injury or accident to the Head Nurse or Counselor immediately.

Obey Junior Village parking and traffic regulations. Lock your car.

Notify the JVVP if you wish a change in assignment or must terminate service.

Let the Editor of your volunteer *Newsletter* know about newsworthy activities.

Remember that your Junior Village Volunteer Advisory Council stands ready to help.

Enjoy yourself!

B5. *"The Role of the Volunteer"—Information Sent to Volunteers in the Royal Oak, Michigan Program.*

NOTE.—These are volunteers working with young adult misdemeanants, averaging a few years older than juveniles.

Selection of Volunteers

When the Royal Oak Municipal Court Probation Department was instituted in April of 1960, it was entirely a volunteer program. Eight men in the community: two educators, three clergy, a psychiatrist, a psychologist and a former professional youth worker all volunteered their services.

The amount of time they agreed to give to the program was up to five hours a month. They agreed to meet with a maximum of five probationers.

As time has gone on, we have maintained the maximum five hours a month figure. However, we have been able to reduce the case load for the volunteer to one probationer each. Thus, we do not want any volunteer to work more than five hours a month on this program and, with very few exceptions, he will not have more than one probationer.

Volunteers are selected by the staff counselors, the administrator and the judge primarily. The basic ingredient is sensitivity, warmth, dedication, concern and desire to do the job. All must have these qualities.

Many volunteers are experts in a phase of counseling such as attorneys, public school counselors, doctors, etc. Some, although not experts in any phase of counseling, are inherently good counselors by natural ability and common sense.

The screening process is based upon success in other fields, good reputations in the community, screening by others to qualify them to hold their full-time job (such as lawyers who are screened by the bar association), personal knowledge of the volunteer by the staff counselor, the administrator or the judge and/or screening by the staff psychiatrist and his associates.

Another source of volunteers which is growing ever larger is the employer-employee relationship. This relationship is full of rehabilitative potential. Here again, the volunteer is selected only if we feel that he has the qualities that we are looking for in a volunteer.

We hope that you will feel it is an honor to be a volunteer associated with the program. Not just anyone qualifies. You have been carefully selected.

Sources of Assistance

In the beginning, the volunteer was on his own, without help from any source. However, we now have many sources of assistance available to him. The volunteer may, upon request, seek assistance from the following persons:

1. The staff counselor who is working with his probationer. These counselors work Wednesday evenings, primarily, although they are also available on other occasions. We anticipate that at least once every two months he will contact you. If the staff counselor has not called you within a 60 day period, you should call him. They are anxious to help you.

2. The administrator and his associate are available during the daytime for telephone calls. They will give you whatever help is needed. (LI 6–1000).

3. The judge habitually sets aside Wednesday evenings for the probation department and is usually in the city hall after 8 P.M. He will stay until midnight if requested and is available to the volunteers. Appointments should be made through the administrator. (Appointments with both the staff counselor and the judge at the same time can also be arranged).

4. If you would like to see a psychiatrist to discuss your probationer's particular problem, this can also be arranged. Call the administrator for this service. The staff psychiatrist and his associates are most generous with their time. Other psychiatrists are also available for this service.

5. Most probationers, before being put on probation, receive a pre-sentence investigation. Many times this includes a psychiatric evaluation. Occasionally it includes psychological testings. Under certain circumstances and conditions, these reports are available to you. In other cases it may be possible to discuss general psychiatric principles which might be helpful in a specific case. The psychiatrists are available to you.

6. If you think that the probationer should have a psychiatric testing or evaluation, the administrator or the associates should be notified. They will arrange for you to discuss the matter with the psychiatrist and the staff counselor.

7. We have some limited ability to give emergency financial assistance to the probationer. This is not done often. However, your probationer might qualify. Again, see the administrator about this.

8. We have our own employment counselor who does a fine job. This service is free. Appointments can be made during the day or evening. You should feel free to attend these meetings if you so desire. This is one of our finest services and we should avail ourselves of this opportunity. Appointments can be set up through the administrative office.

9. Do not forget the church referral program. A minister, priest or outstanding layman of virtually any church in the area will go to the home of a willing probationer and explain the church's role to him. He will take him to church, thus assuring him a warm welcome. We should all constantly strive to have a probationer himself desire to give it a try. Also, if the probationer is thinking about marriage, let's do what we can to have him want to get married in church. This might be the start of a good church home. In this area, we cannot force or be judgmental. However, a little friendly persuasion might well be indicated.

10. Remember, we have our own chapter of Alcoholics Anonymous. This is a service which has been most effective. It meets on Wednesday nights. Attendance can be compulsory or voluntary. If you think the probationer needs to go, let us know. Contact the administrative office.

11. There are also other agencies that we can refer to in specific cases. If there is a need call the administrator or his associates. They may know a way to fill that need through referrals to different social agencies.

12. You should all have a copy of the Annual Report of the department which describes the above in greater detail.

It is not our desire to refer a probationer to a volunteer and just let him sink or swim. We have painstakingly set up the above procedures. They are sources to which you can turn for help. Use them.

Role of the Volunteer

The volunteer is not an authoritarian figure. The judge fulfills this role. To a lesser extent, the chief counselors fill this role also. If the probationer does not realize that he has done something wrong by the time he gets to the volunteer, it is doubtful that the volunteer can convince him.

If the probationer does not meet with you, then you can suggest that he be punished. However, this should be kept between you and the court. The probationer should not know this. Let the court be the authoritative figure—you be his friend.

The concern which the judge feels for the probationers must be expressed vicariously. To the vast majority of them, the court purposely remains aloof and punitive. To only a very few can the court speak informally and with compassion. Thus, the volunteer can fulfill a role of a friend and companion of the probationer. It would be a fatal error for the court to try to fulfill this role. It is also wrong for the volunteer to act like a judge. You do not have to be judgmental, you do not have to be authoritative, you do not have to be concerned with punishment. You are relieved of this duty. You must be a friend. Let the court represent authority. You represent acceptance, understanding, affection and concern. The judge cannot be a volunteer. It would be a great mistake for him to try. You cannot be the judge. Do not try to fulfill this role.

This is difficult to do. We know it. It is easy to say these words but to practice them day in and day out for many months is quite another matter. It is this difficult task to which you must address yourself.

Judge George Edwards once said, "The lack of an inspirational adult personality in the life of the youthful offender is not a cause of deliquency, it is THE cause". Like all generalizations, this is not completely accurate nor meant to be. But it expresses a tremendous amount of truth.

Dr. Ernest Shelley of the Department of Corrections put it this way. "Our biggest job is to convince the probationer that he is not a different breed of cat." We must show him that he is like others in that his needs for recognition, accomplishment, pride, and love are basically the same as everyone else. He also states that the greatest technique in rehabilitation is to introduce an inspirational personality into the life of the probationer.

Dr. Shelley cited an interesting example. A prisoner at Ionia was considered to be incurably disturbed. Every psychiatrist agreed. However, one night a guard started talking to the prisoner. The guard did not even have a high school education. He was not "smart" enough to know that the prisoner couldn't be helped. After several months, the guard had been so effective by just listening and giving advice—by being a friend—that the prisoner was rehabilitated and discharged from prison. His life since has been a useful one. Without a volunteer friend he would still be in prison.

Our staff psychiatrist said something like this: The majority of the probationers we work with are character disorders. They lack inward control. Often inward control can be established by inserting into their lives an inspirational personality. Because of the admiration that the probationer has for this person, the probationer does not want to "let him down." After this has been established the next step, tranferring the desire not to let the volunteer down to not wanting to let down himself (the probationer), is an easier accomplishment. Thus we can go from lack of inward control to objective inward control (I don't want to get into trouble because it would hurt the person I respect) to the final goal of subjective inward control (I have my own standards to which I must be true). Again, it is easier to talk about these things than to do them, but they can be done with patience, intelligence, understanding, affection and concern. This is also a generalization of what our staff psychiatrist said, but there is considerable truth in it. We could cite several examples of how this difficult task has been accomplished.

On many occasions you will be tested by the probationer. He will seek to find out how far he can push you. How easy is it to get you mad? How quickly can he make you throw up your hands in disgust? How much patience do you have? Remember, the judge will punish, you are rehabilitating. Do not be judgmental. Be patient.

One of our most active and dedicated volunteer psychiatrists has given us a short treatise entitled, "Basic Concepts of Counseling." He states that sympathy for the defendant, both in action and in word, is most important. He urges that we develop sensitivity for the needs of the probationer. A copy of his excellent article is included in this outline.

Thus, to sum up, more than anything else the volunteer must be a friend of the probationer. He must, as his friend, serve in the same capacity as he does to his other friends. He is sensitive to his needs, sympathetic to his problems, helpful wherever he can be in solving these problems, concerned with his well-being, etc. The volunteer must show this by his words and by his conduct. He should remember that some of the probationers have deep problems which will not be solved quickly. Some have had alcoholic parents. Many have never had any pride in accomplishment. Many have not known the thrill of being recognized as being "someone." Their problems are legion and they need a friend, not a lecturer or a preacher. By being a good friend, you can do a lot.

Obligations of the Volunteer

We will expect each person who volunteers to see the probationer on at least one occasion for at least one hour per month. It is hoped that these meetings will be more often than once a month. However, we do not expect that the meetings will consume more than five hours a month.

The volunteer will be working under the general direction and supervision of the staff counselors. The administrators will assist them. The volunteer is also expected to report in writing or by telephone to the administrators at least once every two months. For the most part, this will be done by filling in the report forms mailed by the administrative office and returning them to us in the self-addressed, stamped envelope enclosed. These reports are filed with the probationer's file and are retained as part of the permanent record. If the administrator does not receive the report he will call you for an oral report.

We also expect that at least once every two months you will talk personally with the staff counselor to whom the probationer is also assigned. *We want to have closely-coordinated effort between the volunteer and the staff counselor. This is mandatory if we are to succeed.*

It is extremely important that the volunteer let us know immediately if he can no longer meet with his probationer. It is far better to turn down an assignment, or to notify us immediately that you can no longer see a probationer than to neglect him. Remember, most of the probationers have been hurt and let down by adults before. A poor experience here can have an extremely bad effect. If you can't see him at least once a month, by all means let us know right away. We can then re-assign.

If you have to be temporarily relieved, due to illness, a business trip or something similar, please let us know so the probationer will know that he is not merely being ignored.

Techniques Employed by Volunteers

The method of operation employed by the volunteers varies greatly. This is the way it should be, inasmuch as it should match your personality. There is no stereotype to follow. You will have to develop your own technique. Inasmuch as sincerity of concern is tantamount, it can be no other way.

One volunteer dropped everything he was doing one day to assist a probationer with a legal problem. The volunteer, who was not a lawyer, took the young man to another court and helped him get out a Writ of Replevin to recover a stove wrongfully possessed by an ex-landlord. The first stop was at the home of the volunteer to get a baby-bottle warmer for the temporary use of the probationer. The probationer appeared in court that day for the first time as a civil court plaintiff rather than as a criminal court defendant. They did more than just get that stove back. The probationer has never been in trouble since.

Another volunteer, who was sorely tested by the probationer, met his youngster at the executive dining room of the corporation for whom he worked. The probationer appeared without a shave and in poor clothing for several times before he appeared properly dressed. The volunteer had patience, understanding, sympathy, and intelligence. Finally, after several visits, the youngster, who had earlier stated that, "only squares work" told the volunteer he wanted a job. The volunteer helped him get one, which eventually ripened into an apprentice situation. The volunteer told us shortly before the probationer was discharged from probation that, "this boy is simply not the same person."

Another volunteer meets his probationer at a drive-in restaurant occasionally. He also gives him a hockey ticket now and then. Once he was responsible for the boy and his father attending a hockey game together—with two tickets furnished by the volunteer. The probationer later said that it was the first time that he ever remembered going any place with his dad. He also lent the probationer a typewriter to assist the probationer in doing his homework.

Yet another volunteer likes to have his probationer come to his home for dinner on Sundays once or twice a month. He has been extremely effective at finding jobs for the probationers.

Still another volunteer meets with the probationer several times a month at his office. Both are interested in athletics. Although the probationer committed several relatively minor violations of probation in the first few months, he seems to have benefitted from probation recently.

Another technique employed by volunteers is to employ them. On many occasions the employee-employer relationship with a fine, concerned employer has truly affected the behavior patterns of the young probationer. On some occasions, it is a new employment relationship. In others, it is a more meaningful relationship between the two based upon increased recognition of need.

Another volunteer, convinced that the probationer needed a change of environment referred his probationer to the employment counselor who arranged an excellent employment opportunity in Texas. The rehabilitation of the probationer has been successful.

Other volunteers have worked on old cars together. In such a case, the volunteer is doing a lot more than just fixing up a car.

Another volunteer who, like the probationer, is interested in athletics, "works out" regularly with the probationer. They have found a great mutual interest in weight-lifting. We were once deeply concerned about this probationer. We are not as concerned any longer.

Another volunteer was able to refer the young probationer to a commercial art course. For the first time, the probationer really could dig his teeth into something. We never heard from that lad again in the criminal courts.

Other volunteers have been instrumental in the probationer's reenrollment in day school or in the adult education program.

Another volunteer assisted a probationer and his bride through the first difficult year of marriage by excellent marriage counseling.

So you can see, the techniques are legion. They are limited only by the sensitivity, affection, imagination and concern of the volunteer. We are convinced that while what you do is important, how you do it is of even greater concern. Proceed with sympathy, sensitivity, affection, understanding, intelligence and concern. Often you will be successful.

Do not be concerned with early failures. Many of our best successes will always be classified technically as failures. A failure is one who violates probation. We have had several technical failures who later progressed so well that we would not trade them for some technical successes who really didn't have much of a change of heart or behavior.

To summarize, as a minimum we expect you to meet with the probationer at least once a month and to make reports to the administrator. We also expect you to coordinate your efforts with the staff counselor and to be responsive to his inquiries. Above and beyond that, it is up to you. When and where you meet is also entirely within your discretion.

We will try to set up the first meeting. After that, it is up to you. Also, remember the various sources of assistance available to you upon your request.

Summary

Although the job which you have assumed is frustrating, heartbreaking, painful, and sad upon many occasions, the thrill of assisting in the rehabilitation of the probationer is unmatched. The Judge has dedicated some 15 to 20 hours a week to this task, totally without pay, for the past four years. It must be an infinitely rewarding process to command such attention from anyone.

One other thing, do not be discouraged if you are not assigned immediately. Often a volunteer will wait several months for an assignment. This is particularly true when a volunteer has an unique interest or talent to offer. Rest assured you will not be forgotten and when the proper time comes, you will be assigned.

Also in all probability if you "work with" a probationer for a year or longer, you will probably be given a comparable amount of time off before a new assignment. We will not take undue advantage of the volunteer.

We are deeply grateful to you for undertaking this task. And most of all, remember that if you need any assistance, please feel free to call upon us.

Sincerely yours,

Keith J. Leenhouts

BASIC CONCEPTS OF COUNSELING

1. *Empathy*—This refers to an attitude of attempting to put yourself in the client's place. In essence, you are trying to imagine how the client must feel in the situation he is in by trying to imagine how you might feel if you were in such a situation. In that way you can begin to understand your client.

2. *Concentrate on the Emotions*—"The music is much more important than the words." You should try to understand the underlying feeling and not be overly concerned about the actual words. As we all know, words can be used to hide feelings. Another way of emphasizing this point is: "it isn't so much what is said, as how it is said." Also, be listening carefully for the feelings; you can ascertain then what is really important to the client.

3. *Qualifications of the Counselor*—The most important single qualification is to be a good human being in the best sense of that term. This includes the basic virtues of honesty, integrity, fairness, objectivity, kindness and understanding. Obviously, if we are to establish rapport and to gain the client's respect we must demonstrate these kinds of qualities to him. It is not enough just to tell him that we want to help; we must conduct ourselves in such a manner as to make this obvious to him.

4. *Show Respect for the Client*—I mean to respect his individuality and his basic rights as a fellow human being. It means to view him with the dignity that another human being in trouble deserves. There is no

room for narrow prejudices, provincialism or haughtiness. Basically, you must like the person in order to do an effective job. If you dislike a client and cannot resolve this within yourself it is best not to treat him.

5. *Identification*—If one is to be effective, particularly with younger clients, it is important that you set a good example in much the same way as a parent would to their children. There is a great tendency for the client to identify with the counselor; that is, he may assume the mannerisms and even the way of thinking of the counselor. You thus have a big responsibility to conduct yourself in the most honorable, conscientious, sincere way you can.

6. *Advice*—It is very often helpful to give clients advice, particularly when dealing with younger ones who have not had the same experience in living as the counselor has had. There also may be times when your objectivity will be very useful in terms of solving a problem that the client is too close to himself. There is a word of caution here, however, and that is to understand the problem fully and particularly from the client's point of view. Advice often goes astray because it is given from the counselor's point of view rather than the client's. In other words, given a certain situation, you might solve it in a certain way which would be very good for you; however, this same type of solution for someone else might not be good at all and might not be in his best interest. It is, therefore, important to sympathize with your client and give advice from his point of view.

7. *Listening and the Defining of Problems*—The most basic technique employed by the counselor is listening. This may seem like a very simple thing to do, but, in reality, it is not as simple as it might appear at first glance. There is a great tendency in all of us as human beings to want to "stick our two cents in" prematurely. There is also a great tendency to pass judgment and moralize. As human beings, we may not register what we do not wish to hear, or we may distort the meaning because it touches on something we are sensitive about. For all of these reasons, as well as others, it is important for the counselor to develop an attitude of patient, objective listening. Remember you are listening for the music and that you are trying to understand the emotional situation of your client. The comments that you make or the questions that you ask ought to be primarily for the purpose of eliciting pertinent data. As the client talks and you listen you are trying to understand and define, in your own mind, what his problems are. When you are clear as to what the problems are, you then convey it to the client so that he should understand what his problems are. Then, when there is a clear definition of the problems, a cooperative effort between you and the client can be made to solve them. I might also state here that listening serves a good general purpose of catharsis; that is, allowing the client to verbalize and express pent-up emotion. It might take considerable, astute listening and questioning in order to ascertain what the problems are because clients frequently hide it from themselves because these problems are painful.

8. *Set up Realistic Goals*—As you begin to understand your client and his problems you should begin thinking of realistic solutions. These should be presented as tentative suggestions rather than as affirmative commands. The emphasis also must be on the realities of the situation. No solution is worth anything if it is unrealistic for this particular client at this particular time. Here again you see how im-

portant it is to understand your client's situation, his capabilities and his inadequacies. The reality possibilities will obviously depend on his external situation.

9. *The Client Must Work With You*—When you are working in a setting such as a parole situation, and where the client, therefore, has not consulted you originally, you are faced with a certain problem that requires a special kind of handling. Since the client has generally performed an antisocial act, and since we are trying to get him to change, we must find ways of showing him the folly of his present course of action and the value to him of a more socially acceptable type of behavior. I stress this because if you are not able to show him that it is to his advantage he may turn a totally deaf ear to the counseling, feeling that you are trying only to reform him and do not really care about him as a person. I might mention here also, that you will be much more successful if you regard the antisocial activities or the crimes as symptoms of a disturbed personality, and, therefore concentrate on the disturbances within the individual rather than strictly on his behavior.

10. *Use Simple Language*—Since the educational and cultural level of the counselor is apt to be higher than that of the client, it is very important that you use simple, non-technical language so that you can effectively communicate with the client. It is obvious that no matter how astute your observations and how well you are able to formulate the problems of the client, it will be to no avail if you "talk over his head." I might also add here that your client is apt to come from a different socio-economic group than your own, and here again, it is important that you do not try to foist your values onto him. They may serve you well but be useless to him, and if he tried to adopt them it would only lead to more difficulty for him. Your aim should be to attempt to have the client develop his own potentialities to the fullest.

Jack Pearlman, M.D.

SUGGESTIONS FOR VOLUNTEER SPONSORS

You are to be commended for volunteering your time and services in an effort to rehabilitate the individual or individuals who will be sponsored by you. We believe that in working with the program you will derive great satisfaction from the results which are possible. However, these results are not by any means 100% positive and they are not brought about overnight. In an effort to help you be successful in working with your probationer we are listing here some principles and suggestions for your guidance in working in the area of rehabilitation.

1. *Acceptance*—This is the most important factor involved in rehabilitation. You must be able to accept the individual as he is. This may be difficult. Because of his background and environment he probably has a vastly different set of values than your own. If at any time during your relationship with the probationer you find that you cannot be accepting of him, you should not hesitate to discuss the situation with the chief counselor. If you do not like him, you cannot be effective in working with him. If you can accept him "as is," he will be aware of this acceptance and the basis for rehabilitation has been established.

2. *Advice*—Be cautious in giving advice to your probationer. He has received much of this, and unless it is given from *his* point of view, it

may fall on deaf ears. In other words, your method of solving a particular problem may not be the best way for him to solve a similar problem for himself. Advice is better received if it is sought.

3. *Listening*—Hear your probationer out. Let him talk. Avoid the tendency to pass judgment and moralize. By being willing to listen, you will better understand him and his problems, his needs, his capabilities and his limitations. Determine his interests and encourage him to channel them and his energies into socially acceptable paths.

4. *Communication*—Talk to him on his level. Do not talk over his head. Use simple, non-technical language. And keep the lines of communication open to the chief counselor of your probationer. He should contact you once a month regarding the probationer's progress, but you should not hesitate to contact him if you have any questions or if you think a consultation might help.

An awareness of some of these principles may help you in your work in the program. Your role is the most important—and it should be the most rewarding in terms of accomplishment. It is challenging, but it can also be frustrating. If you can accept these probationers and respect them as individuals; if you can make them feel important and offer friendly encouragement; if you are willing to be giving of your time and energy; then the prospects of rehabilitation are indeed great, and your reward of personal satisfaction should be most gratifying. The Court's probation staff is organized to serve you in your efforts, so do not hesitate to let us know how.

Appendix C: Example of Specialized Orientation For A Particular Volunteer Job

C1. *Guidelines for Boulder Volunteer Court Foster Parents*

NOTE.—This material is included in the orientation booklet, along with materials all volunteers get, for those Boulder volunteers who are going to be Court Foster Parents. Volunteers in other programs get different specialized material for their programs, though all volunteers are expected to be familiar with the general orientation material.

The example below was prepared largely by the veteran volunteers in this program.

Welcome to the Boulder County Juvenile Court, Volunteer Programs. The following paragraphs were prepared to assist you in your work as foster parents, particularly during the early stages of your relationship with the foster child. The check list at the end will further spell out some of the specific information and suggestions concerning the particular child you are taking into your home. This is not a set of instructions, but merely some suggestions based on the experiences of other foster parents. If in doubt, or if you disagree with any of the points, please feel free to discuss the matter with the staff officer in charge of your foster child, and find a satisfactory solution. As your relationship with the child becomes more firmly established, you will undoubtedly find your own set of guidelines. The Court appreciates your services and will do anything to assist you in accomplishing our common goal: the rehabilitation of the juvenile.

1. Please look through the general volunteer orientation material in the "yellow book". Your particular attention is called to the "Some Things to Think About" and "Directory of Resources for Volunteer Staff". The following are some modifications of above items and additional suggestions more specifically for foster parents.

a. The foster parents are *not* required to submit formal periodic written reports.

b. The foster parents may divulge information concerning the foster child at their discretion. (If in doubt, consult the staff officer.) The truth is often the best weapon to combat undesirable rumors. A mature friend of yours who is aware of the child's problems may even be able to assist you in working with the child. Please use this special privilege carefully and constructively.

c. If your foster child is enrolled in a school, the principal will have received basic information about the child directly from the Court. It is advisable to keep as close a contact as possible with the school authorities and work out any problems together.

d. If your foster child is enrolled in the Court's tutoring program, sometimes it is necessary for you to take initiative in coordinating his or her work, your efforts and the school program. Please ask the tutor to keep you informed and offer your assistance.

e. It is important that you be aware of the child's activities as much as possible. You are in the best position to observe the overall progress of the child, and you may be called upon to state your opinions to the Court. Besides, you will need all the information you can get in order to deal with the child effectively. For instance, even though you may not always wish to confront him (her) with discrepancies in facts as he (she) told you, and as you know it from other sources, the more you know, the better off you are when such confrontation does become necessary.

f. If your foster child is receiving financial aid from the County Department of Welfare, technically he (she) is placed in your home by that Agency, and is under their supervision. Therefore, their requirements must be coordinated with those of the Court. Please discuss this matter with the staff officer in detail, in order to insure a smooth working relationship between the two offices.

2. There is an approximately monthly, informal meeting of court appointed foster parents. The purpose of this meeting is to mutually exchange information, and to coordinate the foster parents program with the rest of the Court activities. For more information, please contact Mori Mitsui, 442-2458 (residence) or 442-1613 (office) —if he has not yet contacted you. He is a representative of the foster parents program on the Court Volunteer Coordinating Council and also the chairman of the foster parents meeting.

Appendix D. Examples of Forms Used to Orient a Volunteer to his Assigned Probationer

NOTE.—The first form gives basic background and coordination information. The second form describes conditions which apply especially to this probationer, in addition to general rules governing probationers, which are usually incorporated in general orientation material for volunteers.

These forms happen to be for Boulder volunteer foster parents, but they could easily be adapted for volunteer probation officers, tutors, case aides, church referrals, or any one-to-one assignment.

D1. *Resume of the Juvenile Being Placed in Your Home*

Name of the juvenile ______________________________

Home address ______________________________

Has been living with:

____ Father, ______________________________
Name City State

____ Mother, ______________________________
Name City State

____ Other, ______________________________
Name City State

Relationship (if listed as "Other") ____________

Occupation of parent (s) or guardian ____________________

Parents are _____married, _____divorced, _____Father deceased, _____Mother deceased.

School last attended ______________________________
Name City State

Date last attended ____________________
Month Year

School performance:

Attendance: _____good, _____fair, _____poor

Academic Record: ____good, ____mostly passing, ____mostly failing

Best Subject ______________________________

Worst Subject ______________________________

Siblings:

____

____

____

Name Approx. Age Married (?) City State

Family Physician ______________________________
Name Address Telephone No.

Family Dentist ______________________________
Name Address Telephone No.

Names of friends considered to have bad influence:

____________________ ____________________

____________________ ____________________

____________________ ____________________

Names of friends considered to have good influence:

____________________ ____________________

____________________ ____________________

____________________ ____________________

Other volunteers who have been working with the juvenile:

Name____________________ Program____________________

Name____________________ Program____________________

Name____________________ Program____________________

Name____________________ Program____________________

Name____________________ Program____________________

Juvenile Officer in charge ______________________________

Juvenile Officer filling out this sheet, if different from above:

____

Name (or initials) **Date**

NOTE.—A complete file on the child including the results of the psychological, vision and audio tests, record of legal proceedings, reports of home and school investigations, etc. are available for your inspection at the Juvenile Department. The original file must remain in the Court House unless you obtain a special permission from the Judge, although certain items in the file may be duplicated for your record. It is suggested that you take advantage of this privilege at an early date.

Free-Running Resumé Comments on Case:

D2. *Suggestion and Information Check List*

Boulder County Juvenile Court Foster Parents

This list has been checked and filled in by a juvenile officer, and is meant to be a quick reference sheet during the early stage of your contact with the foster child.

Note to staff officer filling out this list: Please feel free to make any modification, addition, notation, etc. as you see fit. Also, issue a copy to the natural parents if you feel it is desirable.

1. Probation Rules:

____Not yet determined, ____Standard, ____Modified

2. Curfew: (if probation rules have not been set)
Weekdays: ________p.m.; Weekends: ________p.m. (Friday and Saturday)
3. Visitation by parents:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
4. Visitation to parents' home:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
5. Visitation by other relatives:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
Exceptions: ______________________________
6. Telephone contact from parents:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
7. Telephone contact to parents:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
8. Telephone contact to or from other relatives:
___Encouraged, ___Allowed, ___Discouraged, ___Not allowed
Exceptions: ______________________________
9. Physician:
___Use your physician, ___Use family physician listed in resumé.
10. Dentist:
___Use your dentist, ___Use family dentist listed in resumé.
Note: For extensive work involving a sizable expense, please consult the staff officer before making appointments.
11. Previous medical record will be found at:
____
12. Special restriction on release of information:
__None, ____As discussed with staff officer.
13. Priority order of emergency contact: (indicate by number)
____Judge Holmes Home telephone:
____John Hargadine Home telephone:
____George Taylor Home telephone:
____Charles Cameron Home telephone:
____Mary Osterberg Home telephone:
(The District Court telephone for all is 444–1422.)
14. Name of staff officer filling this list:
____
15. Additional remarks:

Appendix E: Volunteer Training Outlines at Three Courts

E1. *Outline of Training Course for Volunteer Counselors at Denver County Court As Conducted by University of Denver School of Social Work Under OLEA Grant Number 037. These volunteers work with young adult misdemeanants.*

The training sessions are set up on a monthly basis, including three consecutive evening sessions. These sessions begin at 7:30 and last until 10 or later. We arrange for a 15-minute break at the midpoint of each session.

Session I—Part I

This features a welcome and introduction by one of the County Judges. There is a general orientation to the court, to the project, the background thinking, planning and assumptions underlying the project. At this time there is time for the judge to answer specific questions from the class members. The depth and breadth of this discussion has varied, depending on the particular judge who is giving the presentation.

Session I—Part II

This part of the session is presented by Professor Alex Zaphiris of the University of Denver Graduate School of Social Work. It is geared toward an understanding of the misdemeanant with particular emphasis on the psychology of the Character Disorder.

Session II

This entire session is devoted to principles of counselling the misdemeanant.

Introduction: Reference is made to the purposeful nature of all behavior. Deviant behavior. Deviant behavior is contrasted with "normal" behavior. The history of treatment of socially deviant behavior is pointed up, i.e. punishment of bad people by banishment, maiming, etc. The swing to treatment of what was considered to be "sick" behavior, and the relative failure of both approaches. The emerging idea of deviant behavior as being expected. Behavior in view of life experiences, and the emerging view of treatment as being re-educative and re-integrative rather than clinical in nature. Use is made of a case illustration here of a boy who steals a car, is sentenced to an institution; later placed on work release and his consequent sabotaging of this rehabilitation plan. This illustration points up the goal seeking nature of the behavior and shows how this kind of behavior serves a purpose in terms of postponement of dealing with the reality of the free world.

Probation is discussed briefly, and the current trend in the use of the volunteer in corrections is mentioned. Little application of the use of the volunteer in the U.S.A., but extensive use in some European and Asian countries and in Australia.

Mention is made of the little use of probation with misdemeanants. Possible reason for this is that the misdemeanant does not threaten us so much because he is seen as an ineffective person who does not hurt other people as much as himself. Make reference at this point to the fact that 95 percent of our felons have misdemeanant court records.

Considerable time is given at this point in talking about some of the built-in advantages that the lay counsellor has over the professional probation officer. These advantages are given as follows:

1. The volunteer has an advantage of not being an "enforcer" type (the offender tends to see probation officers in their penalizing role rather than their helping role. The volunteer is given only a helping role.)
2. The volunteer has the advantage of not being a professional. (The professional is no longer held in such high esteem, particularly among poverty groups.)
3. The volunteer has the advantage (hopefully) of not looking at people in terms of pathology. (Many professionals are conditioned to dealing with pathology, not strengths.)
4. The volunteer has the advantage of being assigned to one person. (The professional deals with caseloads of 100—200 and does become calloused and perhaps more oriented toward record keeping).
5. The volunteer has the advantage of a fresh outlook. (The professional can be handicapped by a closed system and resulting "systems maintenance.")

The question is raised by the instructor as to what good advantages are if one doesn't have counselling skill. The question is answered by the instructor that everyone has counselled at some level and has been involved in problem-solving activity. Our task is to build on these skills in counselling by applying some new knowledge to dealing with a particular kind of person who violates the law. Emphasis is placed on the fact that there is no magic involved, and no "right" formula. There may be some wrong approaches but we must be careful before we say something is wrong in that what was considered to be wrong in traditional counselling years ago may be "right" today. Stress is placed on the need to be good people rather than pseudo-psychiatrists.

People (ourselves included) have been changed for the better or worse through good or bad relationships. It is through the use of a relationship that we hope to bring about favorable change in the misdemeanant. The impact of a life that is lived devoid of positive relationships is overwhelming.

People who haven't been important to other people have no reason to trust the volunteer. At least there will be reason for them to test his good will and good intentions. Testing can take many turns. Considerable time is spent in discussing the manifestations and meaning of testing behavior, testing reality, etc.

Basic Concepts of Counselling

Listening and hearing—The difference between listening to a person and actually hearing what he is saying. Allowing the person to talk because it feels better. The importance to the offender to be listened to and heard. Tuning people out. We do it and so does the offender. The need to listen for themes in conversations. What repeats itself may very likely give us clues as to what is bothering the offender.

Empathizing—Being able to feel with another person gives him strength. To feel like him will make him feel you are as powerless as he is. We can easily over-identify with the offender if we have had similar experiences and perceive them in the way he does. Being the stronger of the two, the volunteer must maintain control of feelings.

Letting the offender get to know you—Setting an example in terms of behavior. Serving as a new model. Stress is placed here on the experience we have had intimately, knowing a good model, and the importance of this to the offender, even though he may be threatened by it. Part of good counselling is being a good teacher. The concept of a corrective experience implies that new models are introduced that can correct old misconceptions.

Actions may speak louder than words, and the value of being able to perform a task for the offender is stressed as a means of letting the offender know his counsellor.

Showing respect—Respect is something that most of us take for granted. We overlook that for the offender respect is something he has perhaps not experienced and is consequently unfamiliar with. In this sense, this simple act has tremendous impact in developing a corrective experience.

The question is raised, can we respect someone we don't like? Can we respect someone whose morals run counter to ours? Mention is made of the meaning of what some might consider to be immoral behavior. It is suggested that we as people all have mature and immature sides. We need to speak to the mature part of the person. In this respect we try to deal with a person's present and future rather than his past. To dwell on an unsavory past will only weaken the individual by giving him more opportunity to justify his present functioning on the basis of past deprivation.

We may see in the offender's behavior some of the same things we dislike in our own behavior. We may also see the offender manifesting certain behavior that we are struggling to control in ourselves. Perhaps if we recognize this we can keep from over-reacting.

Advice—Advice is a part of counselling but it is not counselling. It is easy to give but there are some safeguards to keep in mind. For advice to be most helpful and meaningful, I would suggest that we look for certain things. (1) Does the person ask for it? (2) Can he take action without it? (3) Can he use the advice you are giving? The latter is most important because if we advise someone to do something that he finds impossible to do, he will find it difficult to come back and face the counsellor and admit his inadequacy. This sets up an unnecessary block or wedge between the counsellor and his charge.

Holding out expectations—As counsellors, we can trap ourselves into thinking that because a person is a failure he will continue to be a failure. If we feel this in terms of an attitude, we can be sure that the offender will pick up this feeling and act in the way we expect him to act. The reverse is also true.

In this area we also discuss the matter of anger. Do we allow ourselves to express anger and disappointment when we feel this way toward the offender? I stress the need to allow expressions of anger and disappointment as one way of showing concern. I differentiate the differences between losing control of anger and rejecting, or a measured response of anger and continued acceptance of the individual. I stress that we should not be using our energy to keep back genuine feelings. The offender needs to know the counsellor has limits to his patience and is not God.

As a part of discussion in the matter of expectations, we talk about change occurring in the adult and that we need to expect and demand change in people even if a pattern may have been established. We assume that an old dog can be taught new tricks. People continually mature and mellow. We need to capitalize on this process.

Part of holding out expectations for the offender is to face him for his own involvement and responsibility in his dilemma. To allow the offender to perceive himself as someone that "things just happen to" will only support and encourage further distortion and lack of self-responsibility.

Causing the offender to feel discomfort—If a person remains frustrated long enough, he will find a way of adapting to his situation (example is given of ADC clients). Having made this adaptation, he may even become comfortable with it and consider change to be too much of a risk. It is difficult to bring about discomfort, but my suggestion is that where you notice an offender's dissatisfaction with his lot in life, move in to exploit it. To the extent that is possible, attempt to bring about discomfort in terms of holding out expectations and demands. Get the person to want something and help him go after it.

The offender may or may not feel guilt to the extent we do, but he seems to find different ways of expressing it. I would hope that to whatever extent possible we try to promote appropriate guilt feelings in the person. He needs to handle his guilt in more constructive terms than acting in such a way as to bring about punishment to alleviate guilt.

Using appropriate language—Whose language is used, mine or the offender's? Stress here that the counsellor does not pick up the offender's vernacular. To use language that is not a part of us, will likely lead to our being seen as a phoney. At the same time we should not be so naive as to leave the impression that we don't understand the four-letter words. A part of the re-educative process is learning new ways of communicating. I would suggest that there is a language that we can both use. Stress that we should not use words that are beyond the offender's comprehension. Speak simply and directly.

Use of authority—The authority that the counsellor will find most helpful is the implicit authority of his personal psychological strength as demonstrated by the fact he is a successful person. The counsellor has the expertise of knowing how to get along in this world, whereas the offender does not. This kind of authority in the long run will serve you better than the authority to penalize. The authority of enforcement and penalizing is present, but it rests with the police and court judges.

Timing—It is very tempting to give immediate solutions to the offender. We should remember, however, that while we may arrive at a solution to a problem in one way, this does not mean that another person can understand our solution. A person who feels obliged to accept a solution foreign to him may never really identify with it. He may merely go through the motions.

Persistence—We will probably find the misdemeanant oriented to failure and expecting failure in himself. Persistence is a key part of counselling in that it conveys to the misdemeanant that we will not give up on him. This in itself is important when we realize that the misdemeanant expects to be a disappointment.

Using the crisis—The misdemeanant lives with a crisis much of the time and in fact his whole life is often one big crisis. He is accustomed to being overcome by crises and expects to be defeated. The counsellor is in a position to stand by his charge during a crisis, and may be able to help the person overcome this situation, and turn habitual defeat into victory.

Session III—Part I

This section deals with Community Resources. Mrs. Gladys McWhinney, from the Denver Metropolitan Council, provides the class with booklets which list and describe those agencies most useful to volunteer counsellors in their work with misdemeanants. She is available to interpret in greater detail other community resources.

Part II

Role playing—This final session is an attempt to sensitize the class to interviewing by staging a scene where a misdemeanant (played by the instructor) is sentenced by a judge and placed on probation. The misdemeanant is assigned to a volunteer counsellor who conducts an initial interview. Upon completion of this there is a critique and rehash.

James D. Jorgensen
University of Denver Graduate School
of Social Work

E2. *Orientation Outline for Adams County Volunteer Juvenile Counselors*

NOTE.—This is given in cooperation with the local mental health center. Adams County volunteers train together with Denver County volunteers (Section 1, previous), after which they take this one additional session specialized on adolescents.

I. INTRODUCTION:
   A. Purpose of orientation.
   B. What is delinquency?
II. REVIEW OF PHASES OF PSYCHO-SEXUAL DEVELOPMENT:
   A. Effects of parental attitude, mother's health, socio-economic status, and circumstances of pregnancy on child.
   B. First year of life: What takes place during this critical year?
   C. Second and third years of life: What are the challenges facing the child—and his parents during this period?
   D. Fifth and sixth years of life: What are the child's conflicts during this period? How is he affected by his parents' reactions to his conflicts?
   E. Seventh through tenth years of life: What is "typical" behavior during these years?
III. ADOLESCENCE (10–18 years):
   A. Physiological and psychological changes and pressures.
   B. Relationships with peers, adults and the community.
   C. Resolution of sexual conflict.
   D. School problems.
   E. Conflicts with the law.
   F. Tasks of adolescence.
IV. THE VOLUNTEER JUVENILE COUNSELOR
   A. Requisites.
   B. Use of self.
   C. Interviewing techniques.

E3. *Training Program Organization at "Friends of the Juvenile Court," Washington, D.C.*

Dear ____________________________:

Thank you for your interest in becoming a volunteer at the Juvenile Court. As part of the training for JUVENILE INTAKE AIDE, three orientation meetings have been planned to be held as scheduled below. Attendance at these meetings is required since these orientations serve as an introduction to the Juvenile Court and the role of the volunteer as a Juvenile Intake Aide.

Schedule of orientation meetings:

Thursday, July 6, 1967, at 6 p.m. Courtroom number 1, 2d floor 400 E St. N.W.

Subject: The child, his characteristics, and his environment

Speaker: Mr. Norman Jarvis, Supervisor, Juvenile Intake Section

Wednesday, July 12, 1967, at 6 p.m. Courtroom number 1, 2d floor 400 E St. N.W.

Subject: The volunteer role towards the child

Speakers: Mr. Otis Davenport, Supervisor in the Juvenile Intake Section

Miss L. Pauline Ryder, Chief of the Juvenile Intake Section

Wednesday, July 19, 1967, at 6 p.m. Courtroom number 1, 2d floor 400 E St. N.W.

Subject: The role of the Juvenile Court in the community

Speaker: Mr. Edgar Silverman, Director of the Social Services

Mrs. Stewart French will serve as volunteer chairman of the Juvenile Intake Aides.

Parking facilities will be available on the parking lot next to the Juvenile Court building on E Street.

Very truly yours,

Yetta Galiber
Director of Volunteers

CHAPTER 6: VOLUNTEER INCENTIVE AND SUPPORT

Although volunteers receive no monetary compensation for their work, it is a great mistake to assume that they need no return for their service. This reward, in terms of personal satisfaction in their work, a feeling of belonging to a meaningful enterprise, and recognition of one's contribution is just as real to the volunteer as cash payment is for the paid worker. This "psychic coin" of reinforcement is essential for ensuring loyalty and steadfastness among the staff and the volunteers.

Volunteer turnover rates have been reported in the 5 to 20 percent range, thus comparing favorably with turnover rates for paid employees. In a recent study of 10,000 hospital volunteers, 35 percent had been paid on the job regularly for 5 years or more, and 14 percent for over 10 years. The average length of service is slightly over 4 years. By contrast, the average length of service for probation and welfare volunteers is between 8 and 10 months, and the yearly turnover rate more than 50 percent. These figures correspond closely for 118 welfare volunteers in Chicago, and 183 community probation volunteers in Boulder. Denver County has reported a revolunteer rate which is more impressive. Among those volunteers who completed a fixed 1-year term with a probationer, 80 to 85 percent offered to take on another probationer for an additional year.

Thus it can be seen that probation volunteerism still has a way to go before it attains the stability of hospital volunteerism. One reason may be the "outpatient" nature of probation or welfare work and the relative inexperience of volunteerism in these fields (less organization exists for the support of volunteers here than in the hospitals) . Also, the welfare worker and probation officer are in the midst of a struggle for identification and status as professionals. Thus, it is more natural for them to view volunteers as a potential threat to their professionalism. As such, volunteer incentive and support should be among the court's largest areas of investment relative to volunteer programs. This investment, no doubt, will yield the fruitful returns of higher morale and efficiency. Indeed, defaulting on the satisfaction of reasonable and healthy volunteer motives is rewarded only by crippling turnover rates and poor performance.

Sometimes, the volunteer needs an "advance" on his pay, in the form of reassurance, before he ever begins work. Unlike the paid worker, the volunteer often needs to be persuaded beforehand that he can do the job. For example, court volunteer work often attracts people who are fascinated by the law, but afraid of juvenile offenders (at least at first), and perhaps somewhat fearful of judges and probation officers. These fears must be eliminated if the volunteer is to be effective.

Like any good thing, however, volunteer support can be overdone by spending more time and energy in "the care and feeding" of volunteers than is returned by their service. Over-support may also encourage the wrong kind of person, i.e., the joiner-for-glory, who needs continual reinforcement by external incentives. One sociological study estimated that at least one half of the people in an average voluntary organization are "professional joiners" as distinct from the mature, concerned, self-directed volunteers. It is fortunate that in the court volunteer movement, fewer of the joiner types have appeared, and when they did, that they did not last too long. Perhaps this is because probation volunteer work is clearly not "honorary" in nature nor is it presented as such.

Some courts are deliberately nonsupportive, to an extent, in order to discourage the faint of heart in favor of the self-directed volunteer. But always, there is a fine line between too much support for the less worthy person and too little for the worthwhile volunteer who initially lacks the needed self-confidence. Thus, the court must consider carefully how much it wants to put into its "payroll" for volunteers and in what form. This payroll should be conceived as an investment of staff time, effort, and planning; and these are obviously dependent upon staff attitude. Respect for volunteers takes no more time to convey than indifference or hostility. One is basic and positive; the other is disastrous.

If time and effort are to be invested intelligently, and if attitudes are to be cultivated on the basis of fact, it is important to learn and understand why volunteers do, in fact, volunteer.

Why Volunteers Volunteer: Some General Characteristics

The mind and heart are not open to casual inspection and, indeed, volunteers themselves are not fully aware of why they volunteer. Certainly, no two of them have exactly the same reasons for volunteering, and even within individuals, motives change over time. It is, nevertheless, useful to catalogue the common ingredients of volunteer motivation, which each volunteer combines in different ways. Such a catalogue is the result of a consensus of expert opinion based on long observation and recorded in a growing body of knowledge.

The Appendix to this chapter summarizes three studies on court volunteers, volunteers working with the poor, and hospital volunteers. The agreement among these studies is quite good in general tenor. Apparently, the basic ingredients of volunteer motivation are not fundamentally different between one field and another. Collected observations of people in the field, plus some statistical evidence found in these studies just described forms the basis for the following discussion on volunteer motives.

Before specifying the main motives, however, we will consider four characteristics which apply generally to all volunteer motives. These are: (1) individuality, (2) change, (3) patterns reflective of one's personality and life pattern, and (4) motives which are predominantly healthy. As indicated above, no two people volunteer for exactly the same reasons. With regard to change, the reasons why an individual joins initially, are not necessarily the same as the reasons for which he continues to work. As for the third characteristic, the motives of any volunteer may be tapped in different combinations as the situation changes and as his experience grows, but they are still a basic part of his personality.

We have already noted evidence for the staying power of volunteers in low turnover rates and impressive lengths of service. Other evidence is in the work history of volunteers. Guion Johnson's thorough statistical survey of women volunteers in North Carolina concludes that the average woman volunteer " . . . has been doing volunteer work most of her adult life." A national survey found that almost 60 percent of active volunteers had volunteered for the first time when only 20–35 years old. Though Boulder's volunteers average about 30 years of age within this "first-volunteering" range, about one third of them still mention having had previous volunteer work experience.

We seem to be talking about a rather definite life pattern here which is not necessarily based on any rigid standards of chronological age. The 70-year-old court volunteers we know of *are* youthful in the finest sense of the word. One volunteer coordinator calls them "keen-agers." Thus, it is a gross error to assume that volunteerism coincides with chronological youth. As a matter of fact, 90 percent of the North Carolina volunteers, and over 95 percent of the hospital volunteers are over college age. In Boulder, the proportion of volunteers over college age varies between 60 and 75 percent and could be higher but for the court's policy to take advantage of the college manpower in the local university. Further, many volunteer courts, expecially those dealing with young adult probationers, manage to recruit large volunter staffs where virtually none of the individual volunteers is less than 25 years of age. Indeed, it would be foolish to assume that motivations which prompt a young person to volunteer for organizations such as the Peace Corps will inevitably vanish as he grows older. Generally, the desire remains and, perhaps, it is only the opportunity which changes significantly.

The fourth general characteristic noted was that volunteers seem to volunteer for predominantly healthy reasons. The consensus of experts views the volunteer as distinctly above average in maturity and mental health. "Neurotic helping needs" is a dramatic phrase which applies to only a few court volunteer *applicants* and may explain some volunteer *dropouts*. It does not explain, however, the volunteer who stays on and keeps doing his job satisfactorily—at least for the most part. Rather, the primary reasons which explain volunteer staying power are basically healthy—as will be indicated throughout the discussion which follows.

Identifying Some More Specific Volunteer Motives

No one knows with certainty the order of importance of these more specific volunteer motives, or how they overlap and vary from individual to individual. Probably, most of them are present in some degree in most court volunteers. Consequently, any intelligent volunteer-support program must take account of them.

The simple desire to help is one of the biggest reasons for volunteering. Frequently, this desire is called by many names including the altruistic motive, humanitarianism, brotherhood, a sense of social responsibility, and a supportive or succorant motive. Cynics may read into such desire other things such as guilty conscience, neurotic helping needs, the desire to feel superior, and the urge to manipulate.

Experienced volunteer supervisors and volunteers themselves react sharply to this image, for the volunteer today is much more sophisticated than Lady Bountiful; he is far better educated in the social sciences and is committed far beyond the charitable gesture. Indeed, 5 to 10 percent of today's court volunteers are professionals contributing their services as professionals. More than 25 percent —perhaps greater than 50 percent—are working as professionals in fields requiring considerable sophistication in dealing with people; for example: law, teaching, insurance, psychology, etc. Almost 50 percent have college degrees. Thus, Lady Bountiful is an anachronism as is the agency staffer who views today's volunteers in that image.

The modern volunteer's altruism is far from innocent and is, in a constructive way, somewhat selfish. By this is meant that the volunteer is aware that he is doing something for himself as well as for the probationer and the court. There is a great deal of sense in this. Anyone "selfishly" concerned about making the community a better place to live is bound to be concerned about juvenile delinquency. More personally, volunteers frequently identify with their own children's worst possible future, if not their past, and may also recognize that by helping others they are helping themselves.[1] This is fine as long as the volunteer does not use the probationer to work out his own problems. Indeed, this same helping principle is now clearly recognized in Alcoholics Anonymous and Synanon, and there is no reason why the same principle cannot be extended to the normal citizen volunteer without the suspicion that he is "sick." Actually, much of the ingredient of altruism is probably the *need to be needed,* and the staff as well as the probationers can help to satisfy this need in the volunteer.

Still, the disbelievers in volunteers have powerful allies in prevailing attitudes and in the organization of modern community life. Opportunities for volunteer service are inadequate for the demand. Today there is insistence on paying for valued service [2] so that it is difficult to find a way to give consistently without some well-meaning person finding a way to pay for it, either in money or in kind. The courts must come to recognize, however, that the volunteer generally seeks neither monetary payment nor even overt recognition, without feeling guilty about not paying for their services. What the volunteer does need, however, is that he be permitted meaningful expression. The opportunity to serve by licking envelopes will not satisfy college graduates for long.

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[1] A similar sort of thing is suggested by a study of 10,000 VA hospital volunteers in which almost 15 percent gave as a reason for volunteering: "Relative or friend has been a patient."

Unfortunately, however, makework drudgery has been the rule rather than the exception in the "give-em-left-overs" philosophy of volunteerism. While it is certainly one of the functions of volunteers to relieve regular staff of routine work and drudgery (which volunteers will accept up to a point), the job should at least be tailored to approximate the volunteer's experience and ability, so that the necessary drudgery takes its correct place on the service hierarchy.

Total lack of challenge and meaningfulness at one extreme of the continuum is as disastrous for the volunteers as over-challenge at the other. The temptation to assign work to the volunteer that is too complex or difficult is particularly strong in those cases where there is an eager volunteer who has proven himself in a lower position.

In addition to an appropriate level of challenge, a volunteer usually wants personal contact in his work, as part of the helping motive is the desire for a meaningful personal relationship. This could be related to the "gregarious motive" or the maternal or paternal drive, and might also be related to the desire to be liked. But, if this is all it is, there will be trouble. The probationer will soon perceive the volunteer's fear of losing the probationer's affection, and as such will effectively manipulate the volunteer into the position of giving him what he wants.

Whatever the drives underlying personal relationships, volunteerism seems to be one of the few remaining outlets for them in modern life. More and more, mass society is cold, casual, big, and impersonal. It is, therefore, hardly surprising that most volunteers want probationer-contact work rather than predominantly noncontact jobs. Nor is it surprising that newcomers in town are a fertile field for volunteer recruiting, for they are, perhaps, especially liable to loneliness and are eager to make new friends and acquaintances. What is surprising is that citizens should come to a court to add personal richness to their lives and a sense of personal participation in community life.

The satisfaction of broadening personal relationships is, of course, not restricted to contacts with probationers. It extends to regular staff and to other volunteers. In general, the people who make the job meaningful to the volunteer are his probationer, those he knows on the staff, and the other volunteers he will meet and get to know. Thus, the loyalty he develops to his probationer and the court is likely to be expressed in terms of personal relationships rather than an abstract principle.

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[2] And a corollary assumption that service for which none is not paid cannot be very valuable. This explains, at least in part, why America can have so many volunteers doing mainly routine chores.

Often, this kind of personal relationship is developed after volunteerism begins; in other cases it precedes volunteerism and, in a sense, causes it. In any case, friendship or a sense of obligation to some member of court staff, regular or volunteer, is a motive for many volunteers (although it probably is not the only reason for volunteering). In the previously mentioned study of 10,000 hospital volunteers, over half cited as reasons for their volunteering a personal relationship, usually with someone who was a volunteer before them or sometimes with a patient. Over 80 percent of them stated that "pleasant associations" with fellow volunteers and hospital staff were "very important" in their staying on as volunteers. The same reasons prevail in the responses of the North Carolina welfare volunteers working with the poor (see appendix). For court volunteers, the evidence is again similar. At least two thirds of those in Boulder mention contact with acquaintances, a court volunteer, or staff member as introducing court work to them in a favorable light.

Closely related to the friendship motive is the need to identify with a larger, meaningful cause, a need to belong to it and to share with others its labor and fulfillment. Identification involves both giving and receiving so that volunteers expect personal support from staff in their work. They may also look to regular staff for counsel in their own life problems so that a staff supervisor may spend almost as much time with volunteers in this way as in discussing their work *per se*. This is normal and expectable, to an extent; it is a fact of life about volunteerism. Indeed, it is a natural extension of the respect the volunteer has for your counsel in his work with the probationer. Proper caution, however, should be exercised in dealing with the "leaner" who takes more of staff time in discussing his problems than the probationer's. Aside from the investment of time, this type of volunteer is generally unlikely to be able to give proper leadership to his probationer and thus will be almost totally ineffective.

Personal support broadens to include something that could be called the "good will of the court." The volunteer often expects this, though rarely is he conscious or articulate about it. Few volunteers come in deliberately hoping to build a court obligation to them, and the better volunteer will never use it except in cases of real necessity. But, after a time, it becomes more and more natural for the court itself to feel some obligation, some special warmth towards the veteran volunteer, and a positive willingness to respond appropriately where it can be of assistance. For example, the court may wish to provide a reference for the volunteer for a potential employer or to a college or university where the applicant has applied for admission. Or, perhaps, the court may assist the volunteer in adopting a child or in seeking legal or related advice. This is neither unethical nor unusual. The volunteer has become a friend of the court, and can expect the "rights" of friendship.

Of course, the court cannot and should not be expected to provide such services for all of its volunteers, nor is the volunteer expected to abuse such good will privileges extended by the court in order to escape personal troubles. In fact, however, Boulder experience has uncovered only a very few instances of this type, but they were sufficient to suggest alertness to the possibility. The usual volunteer motive is far more positive than fear of past or future indiscretion. It is a healthy sense of adventure, both intellectual and emotional, a positive desire for growth through experience and learning. The volunteer who comes in expecting to learn and grow will probably do so, and he will be serious about his work. But, be wary of the "know-it-all" who expects to start at the top, and those who consciously or unconsciously desire to exploit the privileged position of the volunteer with respect to the court.

Current society is surprisingly lacking in ways to satisfy needs for personal growth. It seems to expect the still vital though retired person to sit on his hands and rust away. In the working world, on the other hand, people are frequently trapped in well-paying jobs which offer little or no personal satisfaction. In contrast, the court volunteer, because he works for free, can work more freely, and even professionals may enjoy volunteer work for the opportunities it affords to relax, create, and be innovative. Thus, another volunteer motive can be stated as the desire for a freshening change of pace from another dominant life theme or pattern. Again, this is a normal and healthy motive to the extent that it is not a purely negative flight from other activities. The housewife may be very devoted to her family; but she needs other outlets for satisfying her need for variegated activity.

The court has many natural opportunities to make probation work a fresh and attractive growth experience. The corrections field is naturally high in dramatic interest. Crime and delinquency are areas of deep concern and fascination for today's citizen. Moreover, matching the typical middle-class volunteer with the frequently lower-class probationer exposes the volunteer to a world he probably never knew before.

In an even more specific sense of learning, the volunteer may legitimately value court work as experience and training in a professional line of development. The college student who is a volunteer-trainee in the court and the housewife who had corrections-related experience before marriage and now wishes to reenter the field are only two examples. Also, many people who do not consciously come to the court for training have their appetites whetted for it while working. In one 2-month period, three of Boulder's most experienced adult women volunteers applied to a local graduate school of social work. Thus, while the opportunity for growth and learning can occur in formal orientation and training, it can also be found in frequent on-the-job guidance programs by competent professional leadership, and learning can be viewed as a by-product of advancement to different and more responsible jobs within the volunteer job structure. Lastly, the court can encourage and support the applications of worthy volunteers for advanced training in universities and/or professional schools.

Stated somewhat differently, ambition is a legitimate volunteer motive. Some volunteers view court work as a stepping-stone to a career in corrections via volunteer training and experience. It can also be seen as a trial experience in which the volunteer can better determine whether or not he really wants to enter such a career. For whatever reasons, a surprisingly high proportion of court volunteers go into paid professional positions in corrections or allied fields. Of the 600 persons who have been volunteers in Boulder Court during the past 6 years, there are at least 30 who are now paid professionals in corrections or in closely allied fields. Boulder's own paid staff of four probation officers includes two of the court's ex-volunteers.

Indeed, it is healthy for the correctional field to have more experienced apprentices from which to choose. And, by and large, it is healthy for the court to have some serious pre-professional volunteers, whether or not they ever become paid workers for the court.

Along with ambition, desire for recognition can be considered a "selfish" kind of motive, but it is a real one with volunteers and is normal in all of us. Be wary only if it seems dominant in the "professional joiner" who primarily wants the prestige and status attached to such work, and is, therefore, essentially uncommitted to his probationer, to the staff, and to the court.

The Support of Volunteers

The preceding discussion of volunteers' motives was designed to suggest ways in which their work could be made more satisfying. It may seem strange, therefore, to start with regular staff as a major factor in volunteer satisfaction, rather than volunteers themselves. Yet, the attitude of regular staff is perhaps the single most important factor in volunteer support, and volunteer morale is clearly dependent upon staff morale, specifically on that area of it which has to do with volunteers. Volunteers need to be needed. They will not ordinarily tolerate being treated as outsiders or ornaments. Indeed, they will not tolerate being tolerated. "Acceptance" is too passive a word for what is really needed from staff: active constructive enthusiasm, positive commitment.

It is well if staff enthusiasm extends beyond volunteers to the rest of court work. Volunteers frequently mention how much it means to them that the Judge or Juvenile Officer cares about the success of probation work. While professionalism often impresses them, sincerity and enthusiasm seem to impress them even more. Indeed, it is difficult for volunteers to be dedicated unless they see that regular staff is dedicated too. While they are serving as models for probationers, regular staff must serve as models for them.

Finally, staff enthusiasm and commitment are needed because volunteers require imaginative staff leadership. If staff does not respond to this greater leadership challenge, volunteer programs are in trouble. Among the naive, there is a tendency to think of them as substitutes for inadequate staff. Yet, it is quite the opposite. Volunteerism demands far more from staff than nonvolunteerism in terms of dedication, professional leadership, and open-minded flexibility.

Staff competence must be applied throughout the volunteer program management process in recruiting, screening, training, and communication. Volunteer support, or lack of it, is at stake not only across all program processes, but also over time. As one probation officer remarked after her first few months experience with court volunteers: "The hard work . . . . doesn't end with sparking enthusiasm in would-be volunteers. It's a continuing job to encourage, as well as working right along with volunteers when and if needed."

The building of morale begins before the volunteer ever begins work, with effective screening and job placement. If the work is meaningful, a major share of the volunteer's satisfaction will come from the job itself. In fact, the probationer, himself, will have a direct effect on the volunteer's morale. And, while the court cannot control absolutely the relationship between client and volunteer, it can help to ensure a mutually supportive relationship first by careful matching, and secondly, by well-directed staff guidance during the development of the relationship.

No matter how careful the matching process between volunteer and probationer, however, not all probationers will be completely receptive to their volunteers. As such, volunteers should be prepared beforehand for such resistance and rejection. This is necessary, for example, to combat the crisis in morale which develops with the volunteer's "loss" of his probationer to jail or to severe disciplinary action.

Even the best initial job placement must be reviewed periodically to see if it affords sufficient opportunity for change and growth, both for the volunteer and the probationer. Assigning increased responsibility clearly indicates to the volunteer that he or she has done a good job. Further, it both recognizes and utilizes the volunteer's leadership potential. Thus, the volunteer job structure should be constructed to give volunteers a sense of usefulness, progress, and expanding responsibilities and should, as well, provide some opportunity for variety of tasks and promotion.[3]

Parenthetically, the volunteer does not ordinarily view his advancement as something entirely within the court system. In fact, the court can, and frequently does, facilitate merited outside advancement by providing work experience credit, letters of reference, and the like. For trainee-volunteers, such credit may be built into the program as a part of court practicum work. If not, the court may assist in developing morale and efficiency by supporting a recommendation that such credit be given.

Often, volunteers not formally on trainee status will request work experience credit and letters of reference required of applicants to colleges and universities for advanced degrees. It is a great morale-builder for the volunteer to know from the outset that the court will recognize outstanding work. Indeed, volunteers frequently request court help in finding a paying job, and the court should be prepared to help deserving and loyal volunteers in this way where possible.

To return to the court organization itself, zeal for allowing the job to grow with the volunteer should not get out of hand. There is danger of over-assigning and over-working the eager and effective volunteer. Especially at first, well-intentioned volunteers sometimes over-estimate the amount of time they will actually be able to give, and a good rule of thumb is to reduce the estimates by ten hours or more weekly, or even halve it until experience proves otherwise. However tempted you may be, do not over-assign; do not allow the volunteer more than he can reasonably handle in terms of time and complexity of work. If work for which the volunteer is overqualified demoralizes, so does work for which he is seriously underqualified.

While on the topic of work and overwork, do not neglect volunteer vacations. Volunteers, too, get tired and stale, so they need time off to relax and renew themselves. Most courts acknowledge clearly that the volunteer has time off coming, like anyone else, rather than risk his feeling guilty or ambiguous about it The same thing goes for volunteer retirement. In at least one court, volunteers sign on for 1 year only, after which it is understood they have fulfilled their obligation unless they initiate a request for reassignment, and the court agrees. Most other courts have made it clear that the volunteer should feel perfectly free to terminate after a reasonable term of service, and/or that he is entitled to some breathing space between terminating service with one probationer and taking on the next. Of course, no vacation or retirement system should be so rigid that it risks losing good people who are ready and willing to continue work.

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[3] There are various ways to convey the sense of pride and progress: actually assigning greater responsibility to the volunteer, giving him more freedom of decision, or appointing the volunteer to a more senior administrative position (volunteer area chairman, trainee or supervisor of other volunteers, court representative to local committees, etc.).

Appropos of variety and vacation, volunteer supervisors have noticed a fairly typical "volunteer slump" 3 to 6 months after the start of employment—sometimes called the 6-month-death.[4] The rush of early enthusiasm has worn off and the grim realities of the work are beginning to sink in, while the experience and techniques to handle them have yet to mature. The volunteer will need special support at this slump point and the staff should be prepared to handle it intelligently.

Moving on from screening we come to the morale-building role of volunteer orientation and training. Ignorance is a deadly demoralizer. Training combats the fears which thrive on ignorance, and helps the volunteer avoid errors in his work. One caution: training can do more harm than good if it takes on too much of a superior lecturing tone, or over-utilizes professional jargon. Almost anything that needs explanation can be phrased in English suitable for intelligent people.

Orientation and training of volunteers should spell out clearly and early, where the limits of their freedom lie within the court organization and hierarchy. Their task, their place, and their role should be clearly defined. The lines of communication and authority in the organization, the area of decision allocated to volunteers and to regular staff at various levels should also be detailed. It is very difficult for the volunteer to work in a vague fog where these matters are concerned. He feels uneasy about it, and he makes mistakes which demoralize him and everyone else.

Within these limits, the court should encourage a maximum of latitude to cast one's own volunteer role creatively and independently. As always it is a matter of balance: sufficient organization and supervision, a maximum of freedom within it.

We have consistently advocated taking volunteers seriously and this implies a certain amount of organization. But there is such a thing as being too serious and too organized. Give the volunteer a chance to relax and enjoy the work. Even give him a chance to chuckle occasionally; probation work especially needs that safety valve. As for organization, staff will try not to enmesh the volunteers in it any more than necessary. Indeed, the better organized you are, the more freedom you can allow your volunteers, working outside the bureaucracy in a personalized manner.

Assessment of volunteers is recommended on the same grounds as screening (which is an initial form of assessment). Court assessment and constructive criticism confer recognition and significance on volunteer work. They tell the volunteer you're taking him seriously, and provide an opportunity to approve and congratulate as well as correct. Nothing is more demoralizing than to be treated the same whether your work is good or bad, better or worse than others. Where constructive criticism is necessary, an opportunity is given the serious volunteer to improve his work so he can gain your approval in the future. If he is not told what is wrong, he cannot correct it.

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[4] Of the 118 volunteers who resigned from the Children's Division of Cook County Department of Welfare in the years 1963–66, almost 50 percent did so in the first 6 months, 30 percent of these in the first 3 months. The percentages are almost exactly the same for a tabulation of length of service for 183 Boulder Court volunteers, with another peaking of resignations about 8 months after beginning work. This latter may also reflect a summer slump. Everyone eases off a bit for the summer and less eager volunteers just don't get around to coming back in the fall.

Undiscriminating, sugary approval does no one any good. This goes particularly for staff who may feel they have to act as though they are enjoying anything a volunteer does. For them, the opportunity to assess allays a hard-dying stereotype of the volunteer as something like a fragile gift from the in-laws: you can't use it, but you can't criticize it either. So you put it in the attic, which is where a lot of agencies put their volunteers, safely insulated from the court's mainstream. Yet, if the rights of the volunteer are ever written, the right to be heard will top the list.

One of the commonest complaints of the court volunteer is that he feels out of communication, isolated, out in the cold. Staff must keep the volunteer informed, let him know what is happening. If the volunteer hears about court happenings from the outside, he feels cheated—left out. If he never hears of anything at all, he gets that rejected feeling.

Keep your door and your mind open. Nothing is more discouraging to a volunteer than your being unable to spend a reasonable amount of time with him. Inaccessibility suggests his unimportance and it frustrates his real needs for consultation. Remember, too, that many volunteers are shy about coming to see you; initially, they do not have enough confidence to communicate. For such people, just saying "come on in sometime," or even "come on in anytime" isn't enough except maybe to make you feel better. A welcoming atmosphere must be cultivated, and staff must often be the one to initiate contacts.

Communication is required because the volunteer needs guidance in his work with his probationer, in relations with other agencies, etc., and he may need it promptly. Secondly, he may have something on his mind such as complaints he finds hard to express.[5] The longer they rankle, the worse it is. Giving the volunteer a chance to get things off his chest is vital for morale. Staff should be equally candid. Indeed, regular contacts of this sort do much to uncover and alleviate incipient suspicion between volunteers and staff. Furthermore, beyond their safety valve function, the volunteer's complaints are informative. They reveal his own motives or changes in them pointing to necessary adjustments in the volunteer support program. (Remember only that volunteer satisfaction is more than the absence of complaints). Also, they are a commentary on the organization as a whole, needing to be sifted for subjectivity, but basically forming an important part of the built-in provisions for self-criticism and improvement which any healthy organization must have.

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[5] As suggested earlier, any large volunteer program can use something like an Ombudsman to give voice to complaints and ideas of volunteers who are reluctant to speak for themselves.

"Complaints" is probably too negative a term. Much of what the volunteer will offer, in a receptive atmosphere, could better be called ideas, suggestions. It ought to be more clearly recognized that volunteers contribute ideas as well as services. Often they are good, fresh ideas, benefitting from the volunteer's special pipeline to the probationer and the community. These ideas should be encouraged, and whether you can agree or not, the volunteer should know you will consider them seriously. He would rather be confronted with disagreement than total avoidance.[*]

Visits from the volunteer won't all be business. He may just want to drop in and say hello for a minute or so. He will sometimes talk about family, social, and personal things, and occasionally ask your advice and counsel. His doing so is a measure of his respect for you as a friend and counselor. Your listening is a measure of your respect for him as an individual. Even if the time passed with him is entirely casual and relaxed, it may represent something very seriously necessary—recognition of him as a person worth your time, rather than an object. There are reasonable upper limits, of course. The volunteer who takes more staff time than he returns in service is not worth it. There is no hard and fast rule of a purely statistical nature, but if you are not getting at least 5 hours of volunteer work per hour of consultation, something is probably wrong somewhere.

The volunteer should be considerate of you in making appointments. He is not bureaucratically inclined and never will be, but if you find it efficient to set regular office hours for volunteers—a good suggestion, we think—he should observe them, except in cases of emergency. Barring this, he should call ahead and set an appointment. For your part, once an appointment is set, be there, on time. All dealings with the volunteer should be within a framework of reliability and consistency. Do not let volunteers down by missing appointments, being late, or failing to deliver in any promised way, and expect the same reliability from them.

The volunteer's need to know is satisfied in other ways besides face-to-face contacts. Court newsletters, written announcements, telephone contacts, and meetings keep him informed and interested in his program. Let him know how programs and probationers are progressing, so he can see more point to his work. As for probationer information, it is devastating to assign a volunteer responsibility for a youngster, then withhold full information on that youngster.

The isolated volunteer is not much good to anyone. He needs to be in touch; he needs to belong, and the court needs it as much as he does. Several courts promote belonging right from the start, with a swearing-in ceremony for groups of new volunteers. The mayor or other important official may be asked to attend. A letter of welcome

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[*] Of 10,000 hospital volunteers surveyed in 1960, 35 percent said "the opportunity to make suggestions and have them considered" was "very important" in keeping them satisfied with their volunteer work.

is often used, too, sent individually or as a part of orientation material.

There are some things you can give the volunteer to keep as a memento: his own volunteer orientation book, with the court seal and his name on the cover; a court lapel pin; an I.D. card (useful, too, in his dealings with other agencies). For volunteers who are often at the court, a letter-box or message basket of their own is a good idea. A place they can call their own to work in is also very important, symbolically, as well as actually. Office space reserved for volunteer use pays tremendous dividends in morale with core volunteers. Volunteers should also be given reasonable use of court facilities, services, and supplies.

Social occasions have an important place in volunteer identification. A number of courts send cards to their volunteers at Christmas, on birthdays, or other special occasions. (Volunteers can help you do it). There may also be social contacts outside the court with staff and other volunteers. These seem to grow in healthy volunteer programs. Periodic informal coffee hours, parties, and gatherings are very good for morale. Monthly isn't too often for these. Many courts also have a big party or ceremony for volunteers, once or twice a year, at which deserving and veteran volunteers are recognized and honored.

Recognition for services rendered is another crucial area of volunteer support. Most volunteers do not want lavish praise, and a few are actually adverse to public recognition. But curiously enough, it is the harder working volunteers who seem to appreciate a token of recognition most, provided it is appropriate and dignified.[7] Never should it be designed to please the superficial volunteer who craves recognition insatiably.

Most important of all is a personal pat on the back for a job well done. As one volunteer coordinator puts it:

> Express appreciation to the volunteer for a job well done. It is important to remember that a smile, a friendly word, can communicate positive feelings. Stress the importance of the volunteer's job to her. Show the volunteer that she has value as a distinct personality and is accepted as a member of the agency team.

Verbal appreciation comes in written form, too, which can be saved and savored. Many courts award certificates of merit or service (1) to outstanding volunteers selected as deserving by staff, and/or (2) for all volunteers, after a stated minimum period of satisfactory service. These can be given publicly at court-volunteer meetings, or they can be mailed if necessary. There may even be the Volunteer of the Year award in the court or in your community. Somewhat less formally, a letter of commendation or a thank you note from the Judge is usually most appreciated. Letters of appreciation at the termination of service are especially nice. Good volunteers deserve to leave with a pleasant feeling about their work at the court, and such a letter will tend to make them continue as ambassadors and recruiters in the community. Thanks can also be conveyed concretely by a plaque or honor roll of volunteers, displayed at the court or city hall. [8]

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[7] When Judge Holmes recently sent certificates of merit to 25 leading Boulder volunteers, with a commendatory letter, the two who replied with warm letters of their own, and a third by a special visit, were already known as the best of our best volunteers, exceptionally hard-working and loyal.

Public praise may also be appropriate as an award to outstanding volunteers. This can include announcements of awards, nomination of volunteers to attend meetings or conferences as representatives of the court, and press coverage. The alert volunteer program administrator will try to see that the press receives human interest stories on the work of deserving volunteers. Only be certain that the volunteer does not object to such public praise. Some do.

Speaking of the public, other service agencies and the probationer's family are intimate parts of it in probation work, and they are by no means always inclined to praise the volunteer. In fact, at some point the volunteer will almost inevitably come into conflict with the probationer's family, the school, or local service agencies. As such, the court must be prepared to publicly support its volunteers in the face of criticism, hostility, or even indifference. This is especially true when programs are new, before your volunteers have earned respect in the community, and before the use of volunteers spreads to other agencies, as it often does.

In these and other ways, the volunteer must be prepared for some inevitable rebuffs, frustrations, and disappointments. For purposes of good morale, the staff must prepare the volunteer by stressing early in orientation their nature and inevitability, and the techniques of dealing with them. Volunteers must also be taught to handle these situations intelligently and properly.

Financial Support of Volunteers, and Related Questions

It may cost a volunteer anywhere from 10 to 100 dollars a year to work for a court, since almost every volunteer incurs expenses such as carfare, lunches, babysitting fees, recreation with probationers, program materials, etc. Additional expenses may be unique to a particular court or locality.

Most volunteers pay some volunteer expenses out of their own pocket. Some volunteers can afford to absorb all of them and gladly do so; others cannot. Yet if they are good workers, they merit some support from the court. To accomplish this support, it is often possible to get other volunteers to provide needed support services such as transportation or babysitting. Generally, however, some court financing will probably be required, averaging perhaps 5 cents per hour of volunteer service (chapter 10).

When to offer this financial assistance is a sensitive question, demanding tact. Some volunteers will be hurt if you offer it. Others will hurt too much before they find the nerve to ask for it, and Boulder has lost at least several good volunteers in this way, or because once they did ask for help, it was grudgingly given or delayed. There are intimations that some volunteers who are too insistent on complete reimbursement, are wishing too hard to be paid "professional" staff members, or confusing value with money; that is, they are not really thinking like volunteers. But this seems to be the exception, not the rule.

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[8] All of the above were discussed as recognition of continuous service for the individual volunteer, but they can easily be adapted (1) for recognition of special contributions of a noncontinuous nature, and (2) for contributions by groups as well as individuals.

The manner of volunteer payment should be businesslike and systematic. It can be on the same voucher-reimbursement basis as with regular staff. The rules governing reimbursable and non-reimbursable categories should be clearly presented to the volunteer early during orientation, and established policy should be adhered to consistently.

One possible manner of incurring financial loss is by being successfully sued for damages. As of this writing, we know of no instance where a court volunteer was found legally liable for damage as a result of his probation-volunteer activities. However, this is at least theoretically possible in most states, and we suggest you be sure the volunteer is protected with parent- or probationer-signed waivers, adequate automobile insurance of his own if he regularly transports probationers, etc. You might want to check your own on-premises insurance, if you do not feel the usual government immunity is sufficient protection.

Staff Morale

Volunteers do bring some extra work and grief, and this must be dealt with by an investment of staff, time, effort, intelligence, and devotion.

Part of the passive acceptance syndrome is an uncritical verbal enthusiasm which sweeps problems under the rug. By contrast, the first stage in realistic acceptance of volunteers is to face consciously and discuss objectively volunteer problems as they are. Principally, these include drain on staff time and resources, challenges to increased staff leadership, and profound alterations in regular staff roles. Facing real problems is a first step. The second step is to conduct volunteer programs in such a way that regular staff will want them because their advantages clearly outweigh their disadvantages.

Volunteers need capable staff leadership, but this can be viewed legitimately as a constructive opportunity to enhance professional responsibility and status rather than just a headache or threat. In general, staff can be encouraged to view their change of role attendant on volunteers as a call to positive leadership and an upgrading of professionalism.

The volunteer tends to come between the probation officer and "his" probationer, so that the former finds himself spending more time in administration, less time personally with his probationer. Moreover, what time he does spend with the probationer may be less satisfying. There is a danger he will be cast predominantly in the role of the enforcer of attendance or rules, or as someone who only picks up the marbles on a particularly recalcitrant case which volunteers cannot handle. Here much of the obligation falls upon the volunteer. Properly oriented and with insight into the problem, he must see to it that his staff supervisor shares fully, if only vicariously, success as well as failure experiences with the probationer and the program generally. No volunteer support program should get so obsessed with the rights of the volunteers that it forgets the rights of staff.

This certainly applies to the right to be appreciated. Volunteers should not receive recognition to the exclusion of regular staff leadership, for staff could rightly resent that. In fact, one suspects this is at the root of some staff resistance to volunteers. In such cases, the better the volunteer support program works for volunteers, the more it backfires in terms of staff morale.

The community volunteer, by the nature of his situation, has the gift of time to concentrate and do the job with his caseload of one. The regular probation officer will never have as much time to concentrate, but give him as much time as you can for the extra work imposed by volunteers. Allocate the necessary time clearly and ungrudgingly. Do not expect staff to squeeze in volunteer-supervisory time somehow as an extra in an already over-crowded schedule. If you do, staff may come to resent volunteers. Volunteers may be neglected or drain so much overtime that they run staff into the ground. Staff becomes overtired, irritable with volunteers and each other, and quite understandably so. This is no theory, it has happened.

In the end, one basic point emerges. Volunteer programs must be rewarding to staff, or they will flounder. This is particularly crucial since dissatisfied staff need make no sweeping denunciations from the housetops. They need not even be aware that they are dissatisfied or why. All that is needed is for them "not to do," and you will have the quiet unobtrusive omission of active support volunteer programs require. The neglected program will then worsen, receive even less staff support, probably "confirming" that it was not much good in the first place, and so the viciously descending cycle continues.

APPENDIX

Volunteer Incentive and Support

A. *Why Volunteers Volunteer*

B. *Some Specimen Materials Used by Courts for Volunteer Incentive and Support*

Appendix A: Why Volunteers Volunteer

A1. *Boulder Court Volunteer Data*

Fifty Boulder Court volunteers were asked the following question on a questionnaire: Below is a list of reasons people give for becoming volunteers. How would you rate the importance of each of these items at the time you decided you might want to become a volunteer, but before you actually got involved?

Tabulated below is the number of times each of the alternatives given was rated "most important" by a volunteer. Since the top score possible is 50 for each reason, double the number to get a percentage estimate. The column adds up to more than 50 because a volunteer could rate more than one reason as "most important".

7	I wanted to do something worthwhile for the community.
18	I enjoy being with people.
1	I didn't have enough to do.
3	I felt life was passing me by.
12	I wanted an opportunity to use skills which I possess.
15	I wanted these youngsters to have some of the advantages I have had.
6	I felt I needed to get out and meet more people.
22	I wanted the knowledge and experience of the sort the Court could offer.
7	I wanted to be an adult whom adolescents could look up to.
6	I felt I should be more interested in the problem of juvenile delinquency.
3	Too many of the people I associated with were dull and uninteresting.
9	I wanted to see if I could successfully deal with adolescents.

A2. *Reasons for Doing Volunteer Work Given by a Representative Sample of 525 North Carolina Volunteers* (mainly women working with the disadvantaged and poor)

Reason	Percent ranking important	Percent ranking unimportant
I enjoy being with people	89.1	10.9
I like to get out of the house	23.8	76.2
I like to be helpful	96.4	3.6
The work is extremely interesting	85.1	14.9
It is very important that the work be done	94.3	5.7
It is important to my family that I do volunteer work	14.6	85.4
My close friends do volunteer work	15.1	84.9
I feel it is my duty to do volunteer work	72.3	27.7
My relationship with those I serve is very rewarding	92.4	7.6
I like to feel needed	71.9	28.1
Volunteer work gives me prestige	11.9	88.5

The above is table 7, page 69 in Guion Griffis Johnson's 1967 book: *Volunteers in Community Service*. Of the sample, 84 percent were women. On page 59 the same book has an illuminating paragraph on the motives of volunteers as reflected in their relationship with agency staff:

"In developing a program, most volunteers want to be involved in the delineation of goals (58.5 percent), but they don't want to be bothered with the details of structuring the program (58.3 percent). Neither do they want a voice in choosing the key volunteer personnel to assist in carrying out the program (59.2 percent), or in the allocation of specific responsibilities (52.8 percent). Nevertheless, almost three-fourths object to carrying out only the tasks assigned by professional staff, and they think they should have a voice in step-by-step evaluation of the program while it is underway (56.2 percent). An even larger percentage (65 percent) think they should participate in the evaluation of the effectiveness of the program and its accomplishments."

A3. *Factors Hospital Volunteers Consider Very Important in Encouraging Them to Continue in Their Volunteer Service.**

Factors	Percent of regular volunteers rating this factor very important	Percent of volunteer supervisors rating this factor very important
Feeling that the hospital staff really wants volunteer services	86.8	97.8
Clear definition of assignment	82.1	95.5
Pleasant associations with VA hospital staff	81.8	94.9
Pleasant associations with fellow volunteers	80.9	85.7
Conviction that volunteer is making a needed contribution	78.9	96.0
Feeling that the hospital staff is making full use of volunteers' time in the hospital	76.8	93.7
Good hospital orientation courses	72.8	72.0
Good staff supervision and in-service training	70.9	96.0
Careful placement in line with volunteers' abilities and interest	69.4	95.4
Time factor—the hospital staff plans with vol. in arranging hospital working hours at times most convenient to volunteer	60.6	69.7
Adequate parking space	58.9	66.9
Understanding purpose of and plans for any changes in programs in which vol. is participating	57.8	74.9
Evidence of patients' appreciation	56.7	85.1
Recognition of the volunteer as a member of the "Hospital Team"	55.6	93.1
Adequate transportation	54.0	78.8
Recognition of the volunteer as a member of the organization's "service team"	52.4	61.7
Adequate physical facilities (lounge, storage, etc.)	38.5	54.3
Provision of meals without charge at the hospital	36.9	49.7
Opportunity for volunteer to make suggestions and have them considered	35.4	64.0
Preparation for and reassignment to more challenging volunteer work	34.9	35.4
VA awards	27.2	50.9
Organization awards	24.4	34.9
Formal VA recognition other than awards (letters, identifying badges, honor rolls, etc.)	22.7	50.3
The hospital staff includes volunteer in appropriate meetings and staff events	20.1	30.9
Rotation of volunteer assignments	17.5	5.7
Formal organization recognition other than awards (letters, identifying insignia)	22.5	38.3

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*Based on a Sampling of over 10,000 hospital volunteers as reported in "Recruitment and Retention of Volunteers for Service in Veterans Administration Hospitals," a 1960 report by the Veterans Administration Voluntary Service Subcommittee on Recruitment and Retention of Volunteers.

CHAPTER 7: THE ASSESSMENT OF VOLUNTEER PROGRAMS AND PERFORMANCE[1]

Assessment and evaluation are assumed to be something only large courts can handle, when well stocked with outside funds and research scientists. True, such courts will be able to mount more sophisticated evaluation operations, but *every* volunteer court can have its own modest assessment program, and every court can profit from it. That is the main message of the present chapter.

The assumption of necessary elegance is one common misconception about evaluation. A second misconception is that assessment simply points the finger at individual volunteers. In fact, assessment deals with entire programs as well as individuals. One is just as important as the other, and the two are closely related.

Volunteer courts are prime material for assessment on several grounds. They have far more workers and programs to evaluate, due to the presence of volunteers. Moreover, the use of probation volunteers in partnership with professionals is a very new area in which mistakes are both natural and regular. Only by an evaluation which identifies these mistakes in the first place, can we hope to learn from them and correct them.

This has already taken us into the next area of discussion: the case for evaluating volunteers and volunteer programs.

Why Evaluate Volunteers: The Inevitability of Assessment

You cannot help making judgments about people who work for you, even if they work without pay. Since volunteers affect your organization's reputation and efficiency, assessment is to be expected.

One question in regard to making such judgments is whether they are to be covert and subjective, or open, deliberate, and objective. The latter is preferable, because action will be taken based on your judgments of volunteers, and this action will have serious consequences for your volunteer programs. Inaction, too, can be dangerous for the program. Thus, if a probation officer happens to think a program isn't any good, he can implement that judgment quite effectively, simply by ignoring the program until it withers from lack of attention. He can do the same to an individual volunteer. The only question which remains is whether the probation officer's reasons for action or inaction will be buried and secret, influencing volunteers from an impregnable subterranean position, or whether they will be brought out in the open for examination and discussion. At that point, staff members must take seriously each other's suggestions and ideas.

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[1] We are particularly grateful for review of this chapter and suggestions by Dr. Leonard Pinto, Chief of Evaluation Research, Boulder County Juvenile Delinquency Project.

The inevitability of assessment is, if anything, even more a fact of life in courts where judging is a traditional function. Also traditionally, a court is deeply concerned for the uprightness of its reputation in its community. As already noted, volunteers are seen as court people capable of great damage to the court's reputation by improper behavior, or able to strengthen it immeasurably as the court's ambassadors to the community.

Within the court organization, the volunteer is frequently "between" the probationer and the paid probation officer who is ultimately responsible for him. Alternatively, the volunteer may be seen as the arms, eyes and ears of the probation officer, an extension of his senses and authority. In either case, the probation officer will naturally be concerned that the volunteer performs effectively.

Certainly , there are subtle and mysterious things in the volunteer-probationer relationship and in the dedication of the volunteer's service. These things may resist analysis, even suffer by it. But it is not all mysterious, nor do such mysteries as do exist demand we avoid trying to learn those things we are capable of knowing. Analysis should continue as far as it can.

The view that volunteerism is essentially unanalyzable is often associated with the view that assessment must be heartless and inhumane. This is simply not so; any evaluation which missed the human values of volunteerism would be worthless.

Fairness to the Volunteer

One reason for repressing assessment is that it may appear ungenerous to evaluate the free service of the volunteer, especially if you admire the person, are grateful for the good citizen contribution he is making, and perhaps feel a little guilty about not paying him. There is a kind of "beggars can't be choosers" tone. They may also outrank the probation officer in life status, outside their few hours in the court. However, much of evaluation will be directed to a system rather than an individual. Thus, criticism of the tutor program, for example may be addressed to general matters of organization and approach and is unlikely to be a slap at any individual. To most people, assessment is practically synonymous with being critical, but much of it can be positive, too; it can and should suggest better ways of doing things, which are not so much a reflection on present methods as they are a new way of looking at the situation. In that regard, most people think of assessment, negative or positive, as a commentary on what has already been done. But it can be creative as well as reactive, and can suggest a better future, as when volunteers or regular staff come up with fresh new program ideas as a result of evaluative surveys.

In the nature of things, you will have criticism of individuals as well as programs. You must sometimes be prepared to take unpleasant action on the basis of evaluation. However loathe you may be to criticize a volunteer, switch his job, or even fire him, it will be necessary on some occasions.

Firing a volunteer is the rare case, however. Of some 600 volunteers who have worked in Boulder County Juvenile Court over the past 7 years, it has been necessary to fire only about a dozen. A similar number have resigned due to criticism and discouragement by staff, always for reasons varying between serious and decisive (for example, the volunteer was himself flirting with law violation). By far the commoner case is the need for some criticism of a constructive nature which assumes the volunteer will continue working for the court, but do a better job of it. The fear is that this criticism is awkward for staff to offer, and demoralizing for the volunteer to accept. Because the volunteer works free, or is supersensitive for other reasons, it is felt that he will not tolerate assessment.

Whether congratulatory or critical, assessment bespeaks your concern for the volunteer as a part of staff. If his work is important enough to evaluate, then he's important, too, and when you take him seriously in this way, he is more likely to take himself seriously. People who fear evaluation of the volunteer, underestimate his commitment and his desire to please. The serious volunteer will respond constructively to constructive criticism. Anyone too fragile to accept criticism is too fragile for probation work.

Fairness to Regular Staff

The message so far is: assessment is really a way of being fair to volunteers. It is also a way of being fair to regular staff. One main reason staff resists volunteers is their feeling that volunteers are thrust upon them, and over whom they have no control. Here is where staff assessment of volunteers comes in. It is both the symbol and reality of staff control of volunteer programs. Regular staff should not be obliged to live with ineffective assistants, whether these assistants be paid or not. Therefore, in the opportunity to praise and advance good workers, reprimand, reassign or fire poor ones, evaluation can be directly rewarding to staff. It is their safety valve, their reassurance that volunteers work for them, their channel of supervisory control. Staff must be made to see that evaluation of volunteers is to their own benefit as well as volunteers' and the court's, not just a meaningless extra chore.

The accountability-to-staff which organized assessment provides has significance for efficiency as well as morale. Evaluation helps to avoid harmful effects on probationers, and behavior of volunteers which embarrasses the court. More positively, it allows the administrator to adjust volunteer assignments and programs and react intelligently to feedback information instead of proceeding blindly. Discussing his work with the individual volunteer can be a means of avoiding pending problematic situations. It can help him do better in his present job or provide a sound basis for moving him to a different job in which he'll function better. Indeed, the assessment of volunteers is a natural extension of the screening and selection process.

There is a point of volunteer philosophy here, which applies not only in screening and continued assessment, but in every phase of volunteer work. This is the expectation of excellence in work (contrasting with one traditional view of volunteers as amusing ornaments). The modern high-expectation view of volunteers was well put by Mr. Gerald Jacobson, a volunteer program supervisor speaking at the Boulder Conference of Volunteer Courts:

> The volunteer's work must be treated as an important and necessary job, in which, therefore, he is expected to perform seriously and satisfactorily up to the agency's standards. Volunteers who are remiss in their duties should be confronted and helped to correct their mistakes by the volunteer chairman or by their staff supervisor. Serious or repeated violations of performance, such as breaches of confidentiality, should result in dismissal from the volunteer program.

Assessment is only the implementation of expectation. You cannot have high standards unless you monitor and apply them.

Time and Effort

Perhaps the greatest block to assessment is that old vexation of volunteer programing—unwillingness to earmark sufficient staff time and effort for the job of managing volunteers. However, volunteer evaluation does not have to be terribly sophisticated or expensive to be effective, nor does everything have to be subject to evaluation. As a practical matter, the amount of assessment will depend on available staff time and resources, up to a point of diminishing returns. Judge and staff in each court will have to make this determination for themselves.

For those who fear that any amount of evaluation is too much, it should be remembered that assessment can be on a time-sampling basis; it need not involve everybody every day. Frequency will vary widely with the individual court, supervisor, and volunteer. Monthly seems a reasonable average figure as a departure point, but much will depend on the natural frequency of opportunities for significant contact with the volunteer's work. This "natural opportunity" point must be emphasized. Probationer-success data are usually kept in some form by most courts, in the probationer's file or elsewhere, and are periodically reviewed by staff. You have only to relate it to the probationer's volunteer.

Secondly, the volunteer's employment file (chapter 8) will yield excellent grist for the assessment mill: hours put in; attendance records; reports of contact with probationers; the volunteer's own comments and observations on the court and his work, and records of previous assessments by other evaluators or by the present evaluator.

Where evaluation depends on personal interviews and observations by one or more supervisors, that, too, need only be a somewhat more systematic use of supervisory contacts which are inevitable or necessary anyhow. The only "extra" might be taking the time to record impressions and convert at least some of them to checklist form. These records can be preserved and compared among supervisors. The checklist should reflect well-thought-out standards of volunteer performance, and should represent what staff expects in a volunteer, as unambiguously as possible.

The Use of Volunteers to Evaluate Volunteers

A principal misconception among those who believe assessment is too much work, is that the entire burden falls on regular staff.

In the first place, volunteers can contribute labor in record-keeping, statistics, assembling of reports, and the like. While, as noted above, administrative volunteers are more difficult to recruit than service volunteers, a few volunteers actually prefer this sort of work. Over the past 2 years, Boulder has had one or two volunteers working on records and statistics which form the basis of evaluation. Occasionally, they have also performed assessment analyses. We can foresee the day when each volunteer court will have its own modest evaluation section manned largely by volunteers, and independent of any special outside funding.

Secondly, volunteers can and should provide some of the raw material of evaluation: suggestions, approval and criticism. The only question is whether this resource will be repressed or used openly and systematically. We favor use over repression for we feel the complexity of volunteer programing demands a constant flow of sensitive feedback for positive program adjustments.

Volunteers as evaluators are obviously more than a time-saver for staff. They have a unique inside position from which to evaluate programs, and from which they can contribute ideas as well as service. In Guion Johnson's study of North Carolina Welfare volunteers, 65 percent wanted to be involved in the overall evaluation of program effectiveness. Program supervisors, though not quite so eager to have them involved, still approved (55 percent). In a national study of hospital volunteers, 35 percent felt the opportunity to make suggestions and have them considered by staff was very important in keeping them satisfied with their work. As for the content of volunteer ideas, 21 of 72 Boulder volunteers recently interviewed came up with specific suggestions worth considering for program improvements.

Outside evaluators can share the load with regular staff and volunteers. They may be able to see things people inside the system cannot, and their services, too, can be donated to the court. The outside evaluator may be someone with professional expertise in the area of evaluation—a community leader, someone affiliated with a university, perhaps interested in research, etc. A court advisory council of leading citizens can also serve this purpose. Finally, probationers and their parents may be tapped for opinions, with due allowance for their rather special viewpoint.

These economies and this distribution of responsibility means that volunteer evaluation takes less time than is commonly assumed. But it does take some time and some planning. This time, however, is not an absolute subtraction from court staff resources. It is an investment which eventually *saves* time and energy by eliminating wasted motion and inefficiency. The payoff may be immediate or long-term, but it is always there.

Sources and Methods of Volunteer Assessment

As for who does assessment, the principal sources are (1) regular staff and (2) the volunteers themselves. Additional feedback may be obtained from (3) outside evaluators and (4) probationers and their families. All these people, especially regular staff and volunteers, have a stake in the outcome and should be consulted. Someone also has to put it all together in coherent form, and this may well be the Judge, the Chief Probation Officer or the Volunteer Program Coordinator. Be sure this responsibility is clearly and unequivocally assigned.

The raw material of evaluation can be any or all of the following:

1. *Free-running comment,* oral or written, in the commentator's natural style. Evaluation does not have to depend on numbers or files of completed checklists and questionnaires. Verbal material can also include preserved notes of program assessment meetings or tape recordings of such meetings. Of course, it may be even more useful if supported by statistical evidence, but it is not always available or necessary.

2. *Structured reports* such as checklists, questionnaires, and probationer-contact reports, in which the evaluator checks off certain categories or fills in blanks in answer to specific questions. This sacrifices the full freedom of free-running comment for the ability to record observations succinctly and in categories which are essentially the same regardless of who completes the report. The Appendix has samples of such forms.

3. *Statistics.* On turnover rates, number of hours volunteers work, staff time invested in volunteers in proportion to time returned, rearrest rates, grades in school for the volunteer's probationer, etc.

4. *Files and records,* principally the volunteer's employment file and the probationer's file. These will contain preserved information of all the types discussed above.

Targets of Assessment

There are two main targets of assessment; (1) the individual volunteer and (2) the court environment and volunteer program system in which he works. We will look at the system first, then concentrate on the individual within that system.

1. *The system.* The volunteer does not function in a vacuum. Much of what he can do depends on his job environment; for example, staff acceptance, the limits and objectives in terms of which his job is defined (or left undefined), the kinds and quality of lead-

ership he receives, etc. One cannot judge the volunteer in isolation from the court system in which he works.

The extent to which staff accepts volunteers and volunteer programs is crucial. Without staff support, no significant program can succeed. Asking the right questions is important. Once this is done, a fairly simple answer will frequently suffice. Some key questions are suggested in "Lets Measure Up: A set of Criteria for Evaluating a Volunteer Program," published by the Volunteer Bureau of Boston (see chapter 12).

_____Does the volunteer program in your agency have the complete support and approval of the administration?

_____Does the entire staff understand why volunteers are being used in the agency?

_____Are all staff members familiar with the ways in which volunteers are being used and in what areas they will be working?

_____Is staff prepared as to what to expect of volunteers?

_____Do staff members realize what volunteers expect of them?

_____Are staff responsibilities in regard to the volunteer program clearly defined?

_____Is the staff time necessary for maintaining a volunteer program taken into consideration?

Much of this can be summed up by asking whether staff considers volunteers a real part of the organization or simply an ornamental appendage.

Rosy verbal bouquets are not enough. A *working acceptance* is needed, expressed in the care which staff devotes to procedures of volunteer recruitment, interviewing, placement, orientation and training, communication, supervision, recognition and support. The kind of questions one needs to ask here can be developed from the chapters of the present manual. Ask yourself for each topic: (1) Do we need this management procedure? (2) If so, are we following it as well as we could or should?

Analysis of service needs is a procedure in which the court keeps a running tab on the probation services it needs, compared to the services it is getting from volunteers. Regular staff can be polled periodically on needs as they see them. Volunteer records can be studied to determine how well these needs are covered, which are adequately staffed by volunteers and which are understaffed or totally blank. This information will establish intelligent guidelines for recruiting and selection and for preparing volunteer job descriptions. It is perfectly amazing how often such surveys reveal service needs which might be filled by volunteers.

The balance between needs and recruits can change rapidly. To keep staff and program planners abreast of current developments in larger programs, a brief status tabulation of the following type can be prepared and distributed weekly or even more often.

Type of volunteer	Number currently active	How many more could be used	Number of unassigned recruits available
Volunteer probation counselor			
Teen aid volunteer			
Youth hall volunteer			
Transportation			
Tutor			
Group guidance leader			

Communication is an area of chronic complaint in volunteer programs. A relatively small regular staff must try to keep a relatively huge part-time staff well informed (chapter 8). Indeed, never have so few had to communicate so much to so many. Periodic communication checks are therefore very much in order.

Turnover rate and length of service are pieces of information which should be collected. This is largely a routine statistical computation if your volunteer employment records are in good shape. "Date in" and "date out" should be a regular part of every volunteer's work history records (chapter 8). One should be able to get length of service and turnover statistics rather easily from this. Although it is not always easy to tell exactly when a volunteer actually stops working, approximations will do well enough here.

The question is: what volunteer turnover rates should be considered acceptable for volunteers and under what conditions? No clear national standards have been established, but there is some scattered evidence. A national study of VA hospital volunteers indicates an average length of service of about 4 years, a yearly turnover rate slightly less than 20 percent. Figures are far less impressive for the probation-welfare volunteers. Striking an average over 118 Cook County Child Welfare volunteers, 183 Boulder noncollege probation volunteers and 16 Lincoln, Nebr. college probation volunteers, average length of service is 8–10 months, turnover rate is 40–60 percent yearly. These data further suggest that one big dropout time is summer.

We could certainly do better than we do now on turnover, but the margin for doing worse is far narrower. Where turnover rises to 60-70 percent, and where average length of service drops to 3 or 4 months, the court is obviously in trouble. One can scarcely get a volunteer oriented in this time. Moreover, significant changes in a probationer usually require far more than a few months of a volunteer's time. Above this bare minimum, acceptable turnover rates will vary according to factors such as the newness and innovativeness of a program, and the nature of volunteer jobs. Courts willing to experiment and allow volunteers difficult jobs may have to tolerate higher turnover rates.

The number of hours volunteers work, individually and by program, is absolutely fundamental. While perfectly accurate volunteer time tabulations are impossible in an open setting such as probation, sufficiently good approximations are obtainable from several overlapping sources, on a periodic sampling basis: (1) Simple weekly or monthly time reports filled out by volunteers (see appendix), (2) Probationer-contact reports and logs, (3) office sign-in sheets and (4) periodic telephone surveys of volunteers as part of regular communication contacts that are desirable on other grounds too (chapter 8). These four types of estimates can be used to corroborate one another to some extent, and they can be spot-checked further by occasional direct observation of the volunteer at work.

You will also find it illuminating to break up total volunteer time into percentages to find out more about what the volunteer does with his time; for example, percent spent with probationers; percent in filling out reports or at organizational meetings; percent in community involvement or public relations work, etc. This, too, can be done on a periodic sampling basis.

Another area of crucial concern for the administration is how much time staff invests in volunteers. Until you determine the amount of staff investment you can't decide whether the outcome in terms of volunteer effectiveness is worth it. This total staff input can further be analyzed into broad categories; for example, percent of time spent explaining and giving information as distinct from receiving information; percentages spent in administration, public relations, etc.

Sufficiently accurate estimates can be extrapolated from simple checklist logs of number, nature and length of volunteer contacts, kept by staff, say, once a week or several days a month.

This input-output ratio is the fraction, *staff time/volunteer time.*

"Once you have the two elements—staff time and volunteer time—you simply combine them in the fraction. This input-output ratio answers the very basic question: how much are you getting out of the system (volunteer work) for what you put into it (supervisory time)? If the amount of staff supervisory time invested per amount of volunteer time returned is high, something is wrong.

Boulder has only begun to investigate the use and interpretation of this cost accounting ratio, and our technical report will deal with it in more detail (reference B16, chapter 12). For the present, some preliminary results are worth noting as an introduction to the area. For an office-type volunteer program, a ratio of approximately 1-to-20 was found; that is, an average of 1 hour of staff supervisory or administrative time was consumed for every 20 hours of volunteer time contributed. By contrast, a much lower ratio was found in a program where college trainee volunteers worked one-to-one with probationers. This ratio averaged between 1-to-5 and 1-to-7. Furthermore, the volunteers whom staff rated as good in this program, show much more efficient input-output ratios than the volunteers rated as bad. The ratio averaged between 1-to-8 and 1-to-10 for the good volunteers; about 1-to-1 or 1-to-2 for the bad ones.

The input-output ratio clearly does make a difference to staff, and in that sense it can be used comparatively between individual volunteers and, by extension, between programs. Thus, even though we have no firm absolute standards for acceptable volunteer program input-output ratio, a program running at 1-to-2 would seem to signal more cause for concern than a program running at 1-to-10. At an extreme, ratios greater than one, i.e., 2-to-1 or 3-to-1, had best be scanned very carefully. Unless the volunteer service is precious indeed and unique to volunteers (i.e., a volunteered professional service), one is hardly justified in putting more staff time into the system than is returned in volunteer output.

By now, it should be clear that the input-output ratio is not decisive as a purely statistical figure. A ratio approaching or exceeding 1/1 merely cues you that something is likely to be wrong; it does not tell you exactly what this is. For the same high ratio, the cause could be that volunteers have to be pushed and pumped to do the job—they don't like the work as presently defined. Perhaps it isn't responsible enough for them, too responsible, or simply dull. Perhaps, too, the screening process has not been efficient in selecting the right volunteers for the program. Equally well, the cause could be that the program is an attractive one to staff; they spend time with it because they enjoy the program, not because it is in constant crisis.

One helpful refinement in the ratio is some distinction in the nature of staff contact with volunteers. Staff time listening to accurate informative volunteer reports on their probationers is far more necessary and effective than staff time spent correcting work or explaining a task to a volunteer for the umteenth time.

Everything said about evaluating the court organization as a whole can be applied to each of several court programs separately. Thus, turnover rates and input-output ratios may be quite different for the tutor and the administrative support volunteer programs. Comparisons can be quite instructive at this single-program level. Thus, it is a good idea to have program analysis meetings every so often, say, once every few months. These meetings can discuss the kinds of characteristics and evidence described in this section, and take stock of them, and plan and implement indicated adjustments for improvements. Without such meetings, there is danger the evaluative evidence will accumulate ignored, with no one to put it together and take action on it.

2. *Looking at the individual volunteer.* The volunteer is affected by his working environment, of course, but he is more than its product. For whatever reasons, the quality of court volunteer service varies over a wide range. Some volunteers are steady and superb through long hours of service. Others will end up taking more from you than they give. Indeed, it has been suggested that a court which can identify these types clearly could get more work done with less staff time by streamlining its volunteer staff to, say, one-third, composed of only the very best volunteers. In any event the supply of

volunteer applicants is usually such that you can afford to concentrate on getting the best from the best of them, and avoiding the worst (chapter 4). In fact, you can hardly afford not to, and for this reason you'll need to evaluate volunteers individually.

Several general points are worth considering before getting into specifics. First of all, bear in mind that fitting well into the court system does not always amount to the same thing as individual excellence in performance. The volunteer who fits well into the court system and is well-liked by staff, may not be doing well at all with his probationer in terms of rearrest, school and job progress, etc. Similarly, a volunteer who consistently does a good job with assigned probationers may be independent and unconventional; he may irritate staff, wear a beard, etc., etc., etc. You need a minimum of acceptability on both kinds of standards, of course, but judgments on one should not be confused with judgments on the other. An optimum balance must be established.

Secondly as already noted, expectations should be high. Do not be so afraid and grateful that you will accept anything volunteers offer. Most volunteer courts expect quality work from their volunteers, and most volunteers respond to being treated seriously in this way. However, this is not necessarily *professional* excellence. It is a mistake to apply traditional professional criteria uncritically to volunteer work. Sometimes they may pertain; for example, in the case of the professional-serving-as-volunteer, or the volunteer performing standard office tasks. But for the key probation volunteer job—one-to-one assignment in a volunteer counselor capacity—the volunteer's unique value is precisely in his ability to operate somewhat differently, as a supplement to the paid professional and not a substitute.

In general, whatever his job, the volunteer's style of doing it is different. There may be many reasons for this: lack of conventional training, his feeling of "working free," less controlled by agency structure, or the fact that the probationer doesn't see him so much as a court person. These influences make the volunteer more of an innovator, more unorthodox than regular professional staff, though this does not mean his innovations are always practicable. These special features of the volunteer role must be taken into account in any evaluation.

No two courts will want to know quite the same things, and the selection of volunteer evaluation materials in the appendix gives some idea of the range possible here. But every court evaluator should have clearly in mind exactly what he does want to know. It is difficult to evaluate a volunteer in a particular job if you are unsure of the nature and goals of that job. Clear and complete job descriptions are a necessity as a baseline for evaluation. It is unfair to evaluate the volunteer against ambiguous standards never even conveyed to him.

The evaluator must also know the volunteer and his work, very preferably first-hand, even when he is also working from records and statistics. In any evaluative report, the length and nature of the evaluator's acquaintance with the volunteer's work should be spelled out.

Finally, as a general point, the administrator should try to pool at least two views of the volunteer to safeguard against the idiosyncrasies of a given supervisor. On the other hand, do not forget that one criterion of a volunteer's success is how well he can adjust to a supervisor's idiosyncracies.

Some volunteer jobs—by no means all of them—have job descriptions essentially identical to paid positions. In such cases, the rule is to expect paid worker performance according to the usual business, industrial, or professional standards. Thus, the volunteer clerk, secretary or receptionist should have the usual typing and filing skills, ability to deal pleasantly and effectively with people, etc. For professionals serving as volunteers, the usual high professional standards are of course to be expected. In no case should inferior work be accepted because it is offered free. We need not repeat standard criteria for standard paying jobs here; the court will already have general knowledge of them and know where to get more specific information as required.

Almost any volunteer job, even if phrased somewhat differently than a paying one, will require certain traditionally definable skills. The arts and crafts instructor must be good at arts and crafts, the clothing volunteer should know how to sew and repair clothes, etc. In addition, certain characteristics are of general importance whatever the volunteer's job. Most can be obtained from records in the volunteer's employment file (chapter 8) as well as by direct observation.

Fundamental here is: how much time does the volunteer put in on the job? This is basic, as previously noted. If the volunteer does not even see his probationer, he can hardly be doing a good job. If she shows up for secretarial-receptionist work only once a month, she may be more trouble than she's worth. Commitments elsewhere often reduce a volunteer's work time to a few hours a week. But within these limits the number of hours consistently contributed suggest his willingness to give time and effort.

Dependability and responsibility are involved indirectly as a consistent minimum of contributed hours. More directly they are indicated by attendance-type reports. Is the volunteer there when he says he will be there (attendance records, observation); is he on time for appointments; does he file reports on time and consistently "deliver" on promises? The undependable volunteer is an irritant to staff, a disaster for probationers.

Time put in and dependability are important by themselves. They become even more important when placed alongside what staff must do to insure this work output. This is the input-output ratio previously discussed as an overall characteristic of a program. It can be applied to the individual volunteer too, periodically sampled as the amount of time staff puts in with him per amount of time he works. On a nonstatistical basis, staff can be periodically polled in checklist or open-ended interview forms for data such as the amount of support and direction the volunteer requires. Is it (1) too much; it's almost faster to do the work yourself . . . he leans on staff too much, needs support all the time . . . (2) about right . . . (3) too little; he's too independent, does not report what he's doing with the probationer frequently or extensively enough, does not check back on decisions requiring consultation with his supervisor. A preliminary study at Boulder indicates that staff prefers volunteers who do not take too much of their time per unit of output, just as they like programs that are not a lot of trouble.

Dependability is of critical importance for quality of volunteer work. Other characteristics frequently mentioned are freedom from serious pathology; patience and frustration tolerance; concern, dedication and involvement; willingness to listen and to learn, without being overly dependent; sufficient firmness; shock-proof realism; warmth and sympathy. These were discussed in chapter 4 as important criteria in initial screening of volunteers. They remain equally important in all subsequent evaluations of the volunteer.

There are a whole set of characteristics which are relevant to how well the volunteer pleases staff and fits in with the court organization Among these are:

1. Being pleasant, easy to get along with
2. Appropriateness in appearance and dress
3. Propriety of conduct, in and out of court
4. Acceptance of staff direction
5. Understanding of court philosophy and ability to fit in with it; loyalty to the court. Making due allowances for the desirability of flexibility and innovation, is his approach too unconventional? Is he inclined to side too much with the probationer against the court?
6. Does he keep confidential material absolutely confidential or is he inclined to gossip and be a source of "leaks"?

This last brings up another area which to a certain extent is distinct from the foregoing: If the volunteer is assigned a probationer, how well is that probationer doing? Sometimes volunteers who irritate staff nevertheless keep their probationers out of trouble, and volunteers whom staff likes may never click with their probationers. The nicest volunteer in the world is of no use if his assigned probationer is consistently failing. The usual kind of records the court keeps can be applied here: probation violations, rearrest, grades in school, keeping a job, probation staff's assessment of program, institutionalization, etc.

Due allowances must be made for relative difficulty of cases, especially since, in courts which take their volunteers seriously, the respected volunteer can be assigned the very difficult cases. Also, one never knows how well a probationer with a volunteer would have done without this volunteer. Maybe failures would have been worse failures and successes just as much so, for other influences are always operating on the probationer. However, over several assigned cases, consistent failure or consistent success of a volunteer's probationer, begins to seem more than coincidence.

A Concluding Reminder

A volunteer evaluation report is much more useful if it culminates in quite specific recommendations for changes in working conditions, changes in the volunteer's working methods and approach, assignment to a more or less challenging job, shift in probationer or in supervisor, etc. The implications of the report, insofar as they are within the volunteer's ability to understand and take action, should be conveyed to him tactfully and clearly. Similarly, there should be follow-through on indicated action for staff. Evaluation is useless if it does not lead to constructive change. In general, the best assessment in the world is useless if it only accumulates, like rare books in a library vault. Assessment must be used, and the way it is used is in planning and action, leading to the improvement of programs and morale.

APPENDIX[1]

The Assessment of Volunteer Performance

1. *Boulder Assessment Checklist.* This form has been used by Boulder staff for Monthly Appraisal of Volunteers. Each staff person scans all volunteers, but fills out the form only for those he's had contact with. The completed form is preserved in the volunteer's employment file.

CONFIDENTIAL VOLUNTEER APPRAISAL SHEET

Supervisor's Initials: CC___, GT___, MO___, LS___, IS___, JH___

Volunteer's Name_______________

Month_______________

Check one:

Had no contact during past month ___ (end report here)
Had contact during the past month ___ (complete report)

Answer These Questions in Respect to any Volunteer. (Use other side of page if necessary.)

1. Did the volunteer do anything that you would have had to have done otherwise? Yes___ No___ If yes, what?
2. How much time was saved? _______________
3. How would you rate the performance of the volunteer?
   Very good___ Good___ Average___ Poor___ Unacceptable___
4. How much time did you spend with the person formally (explaining task, consulting, briefing, etc.) ? _______________
   ____
5. How much informal time have you spent with the person ___ i.e. coffee, chatting, etc.
6. Do you feel the volunteer understands his job and his role in it? Yes___ No___ If no, what does the volunteer seem to think the job is?
7. What kind of training does the volunteer seem to need or what should he (she) know in order to be more effective?
8. How well do you think you know the volunteer?
   Very well___ Pretty well___ Not too well___ Not well at all ___

Answer these questions only for volunteers who have probationers.

a. How do you feel the volunteer's probationer(s) is (are) doing?
   Very well___ Pretty well___ Not too well___ Badly___

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[1] See also copies of record forms in chapter 8 appendix. Many of these, especially volunteer-probationer contact forms, are a rich resource for evaluation.

b. Could the time you spend with the volunteer be better utilized in handling his probationer yourself? Yes_____ No_____

c. Could the probationer do better with a different volunteer? Yes_____ No_____

d. What is it about this volunteer that makes him "good" or "bad"?

2. Junior Village Volunteers Project, 4801 Nichols Avenue, S.W., Washington, D.C. 20032.

VOLUNTEERS OBSERVED (Working with Children)

Name________________________ Beginning Date: ______________

Day__________ Date__________ Time__________ Place ____________

Activity ____

Number of children __________ Number of Volunteers__________

Staff member (s) on duty____________________________________

Staff comments____

Volunteer comments ______________________________________

Observer comments _______________________________________

Sign-in card__________

Observer______________________________

3. *Asking the Volunteer:* Excerpts from the Volunteer Reaction Sheet of Social Work Associates (University of Minnesota).

Date of training _____Fall
_____Winter

Today's date ____________

I. Background

1. How many months have you been working with the girl currently assigned to you?
____

2. On the average how many hours do you spend each week
With the girl? ______________________________
On the program but not with the girl (planning, supervision)?
____

3. About how much, if any, money have you spent on the girl and/or her family? ________________________

What types of things have you spent this on?

4. What types of things have you done with the girl assigned to you?

5. What do you think are the girl's major problems?

6. What have you done that you think has been the most help for the girl?

II. Evaluation of Supervision and Problem Areas

Problems of Volunteer Work: Listed below are some of the problems you may have encountered in your volunteer work. Consider each item from two points of view:

1. To what extent was this a problem in your volunteer work?
2. How much help did you receive in handling this problem?

Be sure to answer both questions for each item. Check the appropriate column for your judgement. If the problem area is not relevant to you, check the far right column.

Amount of help needed			Types of problems you faced	Amount of help received			Situation not relevant
Much	Some	None		Much	Some	None	
			13. Understanding goals of program.				
			14. Understanding policies and procedures of volunteer program.				
			15. Planning for your visits.				
			16. Obtaining adequate facilities for meeting with the girl.				
			17. Becoming acquainted with the child.				
			18. Understanding and interpreting the behavior of the child.				
			19. Disciplining the child.				
			20. Assisting child with her problem.				
			21. Relating training to practical situation.				
			22. Reporting & record keeping.				
			23. Dealing with people economically or socially different from yourself.				

______ ______ ______	**24.** **Understanding your own motivation in relationship to this program.**	______ ______ ______ ______
______ ______ ______	**25.** **Relating to parents of the child.**	______ ______ ______ ______
______ ______ ______	**26.** **Relating to siblings of the child.**	______ ______ ______ ______
______ ______ ______	**27.** **Other (specify)** ______	______ ______ ______ ______

Comments: ______________________________

4. ***Boulder's Volunteer Weekly Time Report*** (Filled out by the volunteer; kept in his file.)

NAME ______________________

Dates: From__________ To__________

List of activity (activities) not involving other persons (primarily)	Frequency during week	Time

List of activity (activities) primarily involving other persons	Time

If you discussed the Court program or your work in the Court with anyone other than those mentioned above, please list the people involved and how much time you spent in the (these) discussion (s).

Please use back of page if necessary

5. A staff checklist log kept in Boulder, periodically on a time-sampling basis, to give some idea of staff input in relation to volunteer output. This particular log simply ticks off number of contacts, not their length. Adaptations can easily be made to get length of contact, e.g. by adding this next to the volunteer's name at the bottom of the log.

Daily Contact Sheet

(Use another sheet if necessary)

Name ______________________ **Date** __________, **1966**

	In Person	**Phone**
Probationer or relatives	______	______
Other juvenile or relatives	______	______
Law enforcement departments	______	______
Allied agencies	______	______
Community inquiries	______	______
Court staff	______	______

Meetings attended:

Purpose:

Time spent:

Names of volunteers contacted:

______________________ ______________________

______________________ ______________________

______________________ ______________________

______________________ ______________________

______________________ ______________________

______________________ ______________________

______________________ ______________________

______________________ ______________________

CHAPTER 8: COMMUNICATION AND RECORDKEEPING FOR VOLUNTEER PROGRAMS

This chapter risks repeating what every good administrator knows, for communication and recordkeeping are a challenge in any organization, whether it has volunteers or not. Indeed, at the Boulder Conference of Volunteer Courts, communication problems were the dominant motif in the remarks made by a panel of volunteers from six different courts. They were saying over and over to staff: you don't communicate with us as well as you should. An interview survey of Boulder's key volunteers confirmed that isolation was uppermost in volunteer minds, the feeling of being out in the cold. About 40 percent of the volunteers thought contact with court staff needed to be improved; only about 10 percent were really satisfied with it. Again, as volunteer program chairmen report on their programs to the monthly meeting of Boulder's volunteer coordinating council the theme recurs in every report: we need better communication with staff and with other volunteer programs. There is little doubt that non-communication is currently a chronic area of failure in court volunteer programs, and is one main reason we have only scratched the surface of volunteer potential.

Regular staff realizes this, too, though perhaps not quite as fully as volunteers do. Naturally nearer the center of things, staff finds it hard to put itself in the volunteer's peripheral part-time shoes. They tend to do less about communication than volunteers themselves would wish.

The case for communication being worth special staff effort is a strong one. Without it, volunteer program effectiveness will be low, waste motion rife, and morale poor. It is demoralizing for a volunteer to feel he is working in isolation, to arrive for a meeting which has been cancelled . . . or never even hear of it in the first place. It takes just as much out of a probation officer to be in the dark about what a volunteer is doing with a juvenile for whom he is ultimately responsible. This would be equally true of an organization of paid workers.

It will be instructive, then, to ask why good communication may be especially vital for courts with volunteers. First of all, the volunteer court will have a much larger than ordinary staff. The sheer size of volunteer staff—in an organization previously not set up for such size—puts communication on its mettle.

The nature of volunteer employment is a further test. Volunteers are part-time people, and as such are especially hard to keep track of and contact. They are hardly ever in the next office when you want to see them; many are never in the office. Even catching them at home or their place of regular work is sometimes quite difficult. The volunteer is notoriously indifferent to bureaucratic systems of administration and reporting so that it is not possible to set up a neatly logical, formal communication system, leave it, and assume the volunteer will use it. Even when permitted personal and informal channels, volunteers do not use them because they lack confidence, and because they do not feel they are an "inside" part of staff. For their part, staff, too, are sometimes loathe to speak their full minds about volunteers, or to them. This means the communication process does not end with the transmission of the obvious. It must also solicit the covert. The volunteer often needs to have his confidence built up before he will really tell you his troubles, complaints, suggestions. Indeed, the large volunteer court may need something like an Ombudsman for volunteers, and no doubt the volunteer program coordinator often performs this function (chapter 11). But you cannot just generally announce your willingness to have volunteers come in and see you anytime—the open door policy—then assume it is their fault if they do not. It takes more effort than an invitation; it takes industrious cultivation of a receptive atmosphere.

Even were it not necessary on sheer efficiency grounds, communication would be vital for volunteer and staff morale. A large part of the satisfaction volunteers receive in return for their work is the feeling they are a part of the court and its work, the feeling they are participating in a larger worthwhile enterprise (chapter 6). They cannot do this if kept in splendid isolation. For the court, the policy amounts to reneging on the volunteer's salary of satisfaction. Regular staff needs to know what volunteers are doing. Normally the probation officer will not accept the volunteer if he is kept in the dark, especially in regard to the volunteer's activity with the probationer for whom he is ultimately responsible.

The problem of confidentiality has been a consistent source of communication blockage and hard feelings between regular staff and volunteers. All courts have certain confidential information on probationers. With volunteers, the number of people through whom leakage can occur is naturally increased. So, while emphasizing communication, we should never forget the problem of protected *non-* communication of confidential material. As much care must be taken not to communicate some things as to communicate others. Most courts consider their volunteers within the boundary of release of confidential material on the volunteer's own assigned probationer.[1] Indeed, it is inconsistent to entrust a volunteer with the welfare of a child while withholding from him the information he needs to carry out his responsibility. If you do not respect a volunteer enough to give him the necessary information, he should not be trusted with the child.

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[1] Other service agencies concerned with the child are usually far more reluctant to release sensitive information to a court volunteer, and have been known to refuse to do so. Since this is a problem even between professionals in various agencies, this reluctance is not unexpected, though regrettable.

Even office work volunteers are likely to encounter confidential file material regularly, or actually meet probationers and their families in the probation office. Again, if the administration will not or cannot trust volunteers on this, you should not accept their services in the first place. Perhaps the only volunteers who will not be exposed regularly to confidential material are those who have only periodic, highly structured and supervised contacts with probationers—for example, arts and crafts instructors, transportation volunteers, etc. When information is given, trust must be backed by proper orientation. The need for confidentiality is not something every citizen appreciates instinctively. In the early stages of volunteer orientation and training, and continuously thereafter, the volunteer must have explained to him the reasons why confidential material is protected, the rules for its limited use in discussion with regular staff or other authorized people who have a clear need to know.

Overwhelmingly, courts trusting volunteers in this way have found their trust justified. Known instances of breach of confidence are rare indeed. Professionals who feared volunteer irresponsibility on this score—and some still do—have probably once again underestimated the increasing sophistication and responsibility of the citizen who volunteers.

As noted, most volunteer court staffs have learned to deliver the needed probationer information to their volunteers, and have not regretted the decision to do so. Indeed, one wonders if the decision was ever theirs to make. For volunteers assigned one-to-one are likely to find out more about their probationer than the court ever knew. In fact, the peculiar advantage of volunteerism is that the volunteer has the time and personal attention necessary to develop this special communication relationship with the probationer. The shoe is more likely on the other foot, then, and the communication question is not so much "will the court tell the volunteer all it knows" as "will the volunteer tell the court all he knows." In fact, the volunteer usually does not tell all, and regular staff frequently resent it if it is not specifically provided for in the volunteer's original "work contract."

Should a volunteer have privileged communication with a probationer, is a crucial question. If yes, under what circumstances and conditions can he refrain from divulging probationer information to his staff supervisor? The dilemma is this: if the volunteer divulges too much too frequently, his personal friendship relationship with the probationer is threatened as his position with regular staff strengthens. If he divulges too little, he is in an uncomfortable ethical position and further risks the resentment of regular staff who usually feel they have a right to know everything. At any rate staff naturally incline to be jealous of any special volunteer pipe line to the probationer, and volunteer secrecy, actual or seeming, only feeds and perpetuates this condition.

The dilemma is clear enough, but not the solution.[2] We can only suggest that the ground rules of volunteer reporting to regular staff be set out for the volunteer early and clearly; what type of things should be reported; when and to whom; what is optional; and what kind of thing need not or even should not be reported. Secondly, degrees of earned trust and types of volunteer job permit gradations in the amount of reporting latitude allowed a volunteer. Boulder volunteers can try for group discussion leader status if they feel privileged communication is essential to their work. But when they accept volunteer probation officer status, they accept the obligation to report along with it.

Communication is always a problem but it can be a larger or smaller one depending on several points of volunteer philosophy. First of all, and closely related to the preceding point, communication is especially crucial to the extent you require volunteers to be accountable to the court. Courts which accept a certain amount of laissez-faire, will have an easier time of it. Obviously, however, no real control of volunteers is possible without good communication. This may mean even less control of the probationer with whom the volunteer is working since, unless the probation officer intercedes directly, the probationer is one link further removed in the chain of command when a volunteer is "between" him and his probation officer.

Secondly, and related to accountability, communication and control will be more difficult as volunteers come to you via another group affiliation—church, college, service club. Their lines of communication and control are with this group as well as with the court, and the two lines can easily become crossed or conflicted. However, if your program is small, say no more than 10 or 20 people, communication problems may need little special attention and informal arrangements will suffice.

Some Principles of Good Communication

Essentially these are the same as needed in any moderately large administrative system. Good personnel methods are needed in a volunteer court, and people who use them must have the necessary ability, temperament, and experience. A special pitfall of volunteerism is that there cannot be too much organization, for fear of killing the spontaneity and informal warmth which are the special contribution of volunteers. Ordinarily, bureaucracy is anathema to a volunteer. As the rule book grows, creative ideas grow fewer, warmth cools. The communication system, whatever it is, must respect and give priority to personal and informal ways of getting things done wherever possible.

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[2] Every shade of solution is being tried in one court or another. Boulder is strong on complete reporting from its volunteer probation officers. Other courts definitely do not press for any more information than their volunteers are willing to give. In one such court, one of the present writers heard a volunteer admit unofficially to the Judge that about a year earlier his probationer had told him some friends of his planned a robbery, and wanted him to come along. Time and place were identified. The volunteer handled it successfully without consulting the court or the police. The Judge on hearing all this did not bat an eyelash (however he might have felt).

That is not to say details should be neglected. On the contrary, follow-through on details by staff is crucial, since the average volunteer is not inclined to do it for himself. "Philosophy" and principles are fine, but if you forget to send meeting notices around on time, neglect your telephone contacts, do not keep record entries up to date or misplace them, good philosophy helps not at all. Mechanics and detail are the core of communication. Be sure that early volunteer orientation stresses who has particular types of information the volunteer needs, to whom he is to report information, how to reach him, etc. Without such instructions, the best intentioned volunteer will be unable to communicate effectively. Actual lines of communication must be as clear as possible, without unnecessary ambiguity, duplication or conflict. Finally, communication is as much a matter of attitude as technique. From the first, the volunteer should be made aware that his ideas and information are not just acceptable, but that they are necessary and are part of his personal obligation to the court system.

Indeed, orientation and training are themselves an important way in which the court communicates information to the volunteer. In fact, everything staff does involves communication or failure thereof and everyone, staff and volunteer, must do their share. Nevertheless, some centralization of communication responsibility is needed and most volunteer programs evolve towards this as they grow. The key person can be the volunteer program administrator or someone else near the top who can see the whole picture and speak with authority (chapter 11). He should also be a warm, approachable person able to encourage "repressed" communications, especially from volunteers. Thus, the placement of the volunteer program coordinator at the center of our communication diagram is fully appropriate. Major delegations of communication responsibility must be clearly defined and compatible with the whole. Otherwise, the communicators will not communicate with each other, and the coordinators will be uncoordinated.

Media of Communication: Written Material, The Telephone, Meetings, and Individual Contacts

Written material plays an important role and should be preserved and referred to as needed. Whatever is written and recorded should be brief, to the point, and interesting. Written records and files are discussed in greater detail in the next section for they are a form of preserved communication. The present section will concentrate on more direct and immediate methods for communication between staff and volunteers or among volunteers.

Some courts have a court newsletter distributed monthly to volunteers and regular staff. It normally includes news and notes on program developments, human interest stories, etc. Volunteers can handle the reporting and writing, but distribution will probably take some regular staff secretarial time, and mailing money. This newsletter may also be distributed outside the court to related agencies and the press, for purposes of public relations. However, it should be remembered that content which is best for internal distribution is not always as appropriate for external information sources.

Monthly summaries, logs, status reports, and court calendars cover the same kinds of items. Usually, however, they are more formal and are more suitable for regular staff and volunteer leaders than for rank-and-file volunteers. Special postcard reminders are good for meetings and important events. They can be printed in standard formats which require a minimum amount of paper work. The same holds for longer communications of a routine nature—it will save time if they are of form-letter type.

Mailings are not worth much unless based on up-to-date mailing lists. These lists seem to become outdated particularly quickly for volunteers in that turnover is steady and change-of-address is frequent, especially for college students. Postage cost and clerical time will mount up rapidly as items in a volunteer program. This can be eased somewhat by having letter boxes at the court for volunteers who come in regularly. Messages can also be funneled through staff or volunteer leaders at regular volunteer meetings. A prominently placed, well kept bulletin board also helps.

Perhaps most of all, telephoning is an alternative to mailing and is a more flexible instrument for informal contacts. On the other hand, for hard-to-reach volunteers—which often seems to be most of them—phoning may cost more in staff time than mailing does in money. Recently, Boulder kept track of what went into a routine telephone contact of our volunteers in which a few bits of relatively straightforward information were given and requested. For 125 volunteers, the overall contact consumed 22 hours of staff time—11 minutes per volunteer. About one-fifth of the volunteers had to be called three or more times before they were finally reached and nine we never reached at all. The overall average was slightly over two telephone attempts per success. Not incidentally, late in the afternoon, early evening, or moderately late at night (9:30–10:00) seem the best time to reach most volunteers at home, which means a court communicator will be working outside of normal office hours. Where one has an office number for volunteers, it has been a successful time-saver to leave a message for them to call back. They almost always do.

In sum, one cannot really say the telephone medium is generally more or less effective than written reminders. Rather, each medium has particular advantages and disadvantages, and their judicious use in combination will get the most out of each. Written standard-format notifications or reminders can be distributed very rapidly at little cost in staff time, and can be kept for reference by the volunteer (attached to a desk calendar or home bulletin board). However, when a return message from the volunteer or some reaction or information from him is especially desired, the telephone will be more effective. It is also more capable of expressing things informally, and volunteers do generally favor the informal approach.

Face-to-face contact is a third medium of communication, which like telephoning, gives a chance for exchange of ideas and discussion. Meetings are an essential ingredient of volunteer program communication but meetings take some arranging. Their probable extra benefit must always be weighed carefully against the time and effort needed to organize them. We have just mentioned 22 hours telephone time invested simply in a notification-type telephone contact for 125 volunteers. Add such items as reserving a meeting place, arranging refreshments, planning, preparing, and producing a program or agenda with written material, films, etc., something like 50 staff hours will be invested in an all-volunteer meeting.[3] Also, overly frequent metings can be a drain on regular staff and sometimes on volunteers. Judiciously scheduled and planned meetings, nevertheless, have real communication value.

No single kind of meeting does it all. Each type has its own peculiar advantages and limits. As for large-scale meetings, informal staff-volunteer coffee hours every month or two are excellent and relatively easy to organize. People say and learn a great deal, often much more than they would in a formal meeting. Volunteers get to meet each other and regular staff and come to feel a greater sense of belonging. The coffee hour can include a speaker or film of general interest, but it is by no means always necessary or desirable to mix coffee and training too thoroughly. Many courts have a yearly volunteer party, for morale and recognition, fund-raising, or just a good time together. There is communication in this, too, but once a year is not enough by itself.

More formally, some courts with larger programs have a council of leading volunteers and/or administrators from various programs. This council meets periodically with regular staff. Each volunteer chairman summarizes recent activities and problems in his program, needs for coordination with other programs, budgets, etc., and these are referred to regular staff or volunteer leadership for recording, decision and action. This is a good way to get inter-program communication at top levels, and volunteer program leaders can take the news back to their own program meetings. These smaller single-program meetings are very important. Boulder has a fair number of them, but in a recent interview study about a third of our volunteers specifically asked for more. They said in effect: we need more opportunity to meet in small groups to discuss common problems.

The somewhat distinct advantage for communication of these meetings is first of all in their smallness—everyone has a chance to talk and ask questions, when the group is kept from 5 to 15 in size.

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[3] Of course if it is a regular weekly or monthly meeting which has become a habit for all concerned, less time per meeting will be needed.

It should not be allowed to get much larger. A second special feature in such meetings is the ability to concentrate on developments and problems within one program only. The tutors discuss tutoring, the volunteer probation officers concentrate on their program. Usually, at least one regular staff member and/or experienced volunteer chairman is present as a resource person to give direction and support and to convey developments to court leadership for further action or decision. These meetings are held regularly, and some record of typical problems and solutions is kept. At least two courts, Denver County and Boulder, have seriously experimented with this cell-structure approach to bigness and impersonality in volunteer programs. If one wanted to be systematic about it each cell or small-group could be represented by one person in a higher order cell, pyramiding to higher policy levels of the court organization. The small meeting is not necessarily that much easier to convene, however, if it absolutely requires that each of several key people be there.

Finally there are meetings of the one-to-one variety. In this case, most volunteer program coordinators stress that individual contacts between supervisory staff and volunteers are fundamental to good communication and the success of a program. Many things that do not come out in group meetings will be said in individual contacts of this sort, for example, certain kinds of critical comments, confidential information on the volunteer's probationer, pursuit of individual problems in depth, etc. Staff can initiate these contacts when feedback information on the volunteer's probationer is wanted, when further direction of the volunteer's efforts seems needed, or when a probationer crisis is at hand. There is, thus, no formula for frequency. Partly, it depends on how much confidence a staff supervisor has in the volunteer's experience, responsibility, ability to proceed on his own; as well as on his perception of how shy the volunteer is about initiating needed contacts on his own. However, all volunteers need some staff contact, if only to be assured of court interest in their work.

In addition, volunteers will make contact with the staff on their own initiative so that staff must be reasonably accessible to them. The frequency of visits will vary with the individual volunteer, based on the volunteer's perception of staff's receptivity. Some courts set aside regular fixed office hours during which staff is available to volunteers. If this is not done, volunteers should be reminded to make an appointment before coming in. Volunteers tend to operate rather informally and forget that this sometimes is necessary. Once they indicate such interest, the staff member should be there at the time and place agreed upon. Remember that volunteers do not always drop in strictly on business. They sometimes want to chat about social, family or personal matters. They remain your volunteers largely because you have gained their trust and respect, and therefore it is natural for some of them to view you as friends and seek your advice and counsel, on occasion, in areas outside their court work.

Reports and Recordkeeping

Records are preserved communication. Good written records are essential to a volunteer program of anything but the smallest size. First, there are the difficulties faced by a small full-time staff trying to keep track of a part-time (volunteer) staff ten or twenty times larger. To make it worse, much of the time this part-time staff doesn't even work at the office where you can talk to them directly. Also, there is the fast pace of volunteer events; assignments change rapidly, people move in and out every day. In the Boulder program we find we must take a work census every week to keep it reasonably up-to-date. Finally, the relative ambiguity of status for unpaid workers is a special challenge to recordkeeping in a volunteer program. Paid workers are either on the payroll and working or off the payroll and not working, but volunteers may still be working where you think they have quit or quit while you think they are working, or working in an occasional, personalized, self-directed way that almost belies being recorded.

Recordkeeping is a heavy load at best. Thus, records should be realistic in terms of staff time needed to fill out detailed forms and read them. Probation officers are not particularly enthusiastic about paperwork and volunteers are even less so. A common observation of program supervisors is that volunteers detest filling out forms. Therefore, design your record forms to be of the utmost simplicity, brevity, and ease of completion. Make them of checklist form where possible. Once designed, try to give them a trial run in order to gauge volunteer reaction to them. If volunteers are not using the forms properly, it is usually easier to change the form than the volunteer. Modify it, or try to get the information another way. Unfortunately, however, a depressing number of volunteer courts have carried condensation too far and have virtually no records at all. If they happen to know who is working for them, they do not know how well this person is doing, or even the probationer with whom he is working. For a most effective system, a balance must be struck between extreme elaboration and condensation.

Who will be in charge of recordkeeping? This question may be crucial for the success or failure of your volunteer program. It is fatal to assume that somebody already on the staff can somehow fit this extra work into an already-crowded schedule—for example, a regular departmental secretary or clerk. The extra work simply cannot be slipped in this way and therefore will not get done. When volunteer staff reaches 75-100 or more, it is necessary to have a full-time worker, or his equivalent, doing nothing else. The ongoing recordkeeping routine has to be carried by a reliable clerical staff person (s) assigned to the work, given time to do the work, and responsible for the work. This person may be paid, partly paid, or may be an unpaid volunteer. Whoever he is, he must be on the job regularly.

A job analysis of the more routine recordkeeping functions is discussed in chapter 11. The planning, coordination, and utilization of the record system will probably be vested in a higher-level position—for example, the volunteer program coordinator. However, each court will have its own system suited to its own needs. Our purpose is not to suggest a system here but only to indicate some of the items of information courts have found useful to preserve in any system, with particular reference to volunteers. The appendix then provides specimens of some volunteer program record forms currently found to be useful in practice.

Some sort of employee file on each volunteer is the principal new feature required in a volunteer program record system. Most courts will already have some sort of filing system for probationers. This can be continued in the same basic form, adapted or expanded to incorporate data on the probationer's association with his assigned volunteer. In general, volunteer programs do not require complete scrapping and revamping of the court record system which preceded volunteers. Any adaptation of this for volunteers should be a natural extension of the basic court system already in use. As noted, the only completely new element in the system will be the employee file on each volunteer.

This file should contain essential background information on the tion form filled out by the volunteer when he first comes in, supplemented by notation of any character, police, or other checks made by the court. The form should be brief (two pages will suffice. More than that may intimidate volunteers). It should contain the usual identifying items: name, age, date, current address and phone number (home and work), marital status, number and ages of children. It should also indicate the most likely times and places the volunteer can be reached, i.e., the usual hours a housewife will be at home. The registration form will also contain basic background information for screening, job-placement, and job-reassignment purposes. This will include education and degrees; a list of hobbies, skills and special interests; present paying job, if any; previous jobs relevant to court volunteer work; and any previous volunteer experience. Finally, the form should indicate how many hours a week or month the volunteer is willing to work, the volunteer jobs in which he is interested, and whether or not he has his own transportation (i.e., a car, properly insured). Also worth consideration is some indication of the extent to which the volunteer may need to have expenses defrayed by the court. Specimen volunteer registration forms are in the Appendix to Chapter 4.

Thus far, the information is provided mainly by the volunteer himself though it may be cross-checked and supplemented by the Court as deemed appropriate. Further phases of recording are the joint responsibility of staff and the volunteer. This may include further background on the volunteer, such as letters of reference, previous academic or work records, police check records, and checklist reports on his initial screening interviews.

Beyond background, the file might also contain some kind of continuing work history which, with proper coding and checklist design, can fit on one side of a well designed 5" x 8" file card.[4] This information includes date of first contact with the court and screening results. If the volunteer is not accepted or if assignment is deferred, the reasons for this action should be noted. An already noted peculiarity of volunteerism is ambiguity of work status. The status "active assigned volunteer" is easy enough ("regular volunteer") as is the clearly and finally rejected person ("rejected"), and the person who gives money or materials rather than service ("donor"). But what if, though acceptable, a volunteer is still waiting for a suitable job to become available or is assigned to a job but for some reason has not actually started work ("awaiting assignment" or "registered"). Again he may be on call for special services but not functioning continuously and actively in the usual steady-work sense ("on call," "occasional service," "special service"), or he may have once served as an active volunteer and indicated a general desire to serve again ("ready pool," "potential pool," "inactive"). As for the latter, precise definition of volunteer employment termination is surprisingly difficult in many cases, unlike paid employees where you need only check payroll records. Volunteers no longer really active are unwilling to give up the idea completely, and the court is equally unwilling to take the final step of removing them from the rolls. Thus, some volunteers typically leave court service in rather mysterious silence. For such mysteries, some volunteer coordinators retain a "limbo" file. In any event, any filing system or census of volunteers must keep these various statuses distinct from the fully active category—probably physically separate as well—so that staff or public will not be deceived as to the extent and nature of volunteer resources upon which they can actually depend.

For active volunteers, the work history card or form will continue with date of assignment, identification of volunteer job and program, name of staff supervisor, and name of assigned probationer if any. It is also important to keep track of dates of program and probationer assignment, identification of reassignment changes. The reason for termination or reassignment should also be noted. Finally, the work history file should include the amount of time put in. In somewhat more sophisticated systems it will include the collected reports of the volunteer's contacts with his probationer, usually made out by the volunteer himself. These contact reports should be simple and concise. We suggest you favor the checklist form with moderate space for free-running comment. Basic contact information includes name of probationer; date and length of contact; anticipated date of next contact (or if none anticipated, so state); briefly, what transpired in the contact; notation of incidents indicating progress or setback; and questions to be referred to regular staff for decision or action. These latter may include job or school problems, infractions, etc. Specimen volunteer-probationer contact forms are in the Appendix for your perusal.

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[4] Background information can be coded on the other side of this card, if desired.

Comments on the volunteer's performance are an important part of his file. They may be in with work history, or have a file section of their own. Staff should give careful attention to development of essential volunteer performance criteria as distinct from nonessential criteria. Of course, standards for judging volunteer performance will vary from court to court, depending on each court's needs and purposes. A general analysis of some of the considerations involved is in chapter 7.

The appendix to chapter 7 has a specimen volunteer-evaluation form, for staff use. For the convenience of evaluating staff, these forms should be checklists insofar as possible. Additionally, some supervisors like to keep a free-running log of events and observations on the volunteer's work. Whatever form of assessment report is made, it should be prepared regularly, and filed conscientiously in the volunteer's folder, available there for periodic review or for subsequent supervisors of the volunteer. Any evaluation of a volunteer should include an evaluation of how his probationer is doing, if he does have an assigned probationer. As noted, the probationer's file will continue much as it did in pre-volunteer days except it will be confidentially available to one more person, the volunteer. Also the file will now contain cross-reference information on the probationer's association with volunteers. Thus, Boulder puts copies of volunteer-probationer contact reports in the probationer's file as well as in the volunteer's file. The probationer's file may already be bulky enough without including all volunteer-association data. If so, we suggest a brief cover-flap notice on the file of probationers who have volunteers, alerting readers to this fact, and giving essential cross reference information to his volunteer's file (see appendix). Also very handy, is a list which keys probations to volunteers. For each probationer, listed alphabetically, the name of his assigned volunteer (s) is placed alongside. A parallel list can also be made listing volunteers alphabetically. This way a supervisor or a volunteer can always find out who is working with whom, even if knowing only the probationer's name, or only the volunteer's name. This match-up list should be revised frequently and widely circulated. If used regularly it will prevent errors such as two volunteers working with the same probationer and not knowing of each other's existence or a staff supervisor being unaware of who is working with a particular probationer.

We have concentrated on individual files for each volunteer. Also important are overall program files or summaries. In addition to summarized attendance and descriptive information built up from individual volunteer files, these program files will contain succinct records of meeting notes concerning these programs, action and decisions taken, problems faced or remaining. They may also include flow charts for the administrative structure of the program and job descriptions for the key positions involved. All this is for the convenience of the judge or his staff, when they wish to review program status and progress. For occasions when busy staff will not have time to read through the entire folder, periodic logs and program status summaries should be circulated or placed on the front flap of the file. These summaries can be done on an overall across-program basis too, in the form of a clear, up-to-date wall chart. From this, supervisors should be able to see at a glance identification of the program, name of volunteer, probationer to whom he's assigned, date in and date out information, and whatever other salient information a particular court wishes to have on the chart.

APPENDIX

Specimens of Commonly Used Record Forms in Court Volunteer Programs

Note.—The Junior Village Volunteer Services "Manual of Operations" contains a large, excellent selection of typical control forms and procedures, and is recommended reading in this area. It can be obtained for a moderate fee, by writing to the Health and Welfare Council of the National Capital Area, 1101 M Street, NW., Washington, D.C.

A. Reminders, Notifications, Assignments

1. The reader undoubtedly knows what postcard meeting-notices look like, mimeographed with blanks for date, time, place and purpose of meeting.
2. Reminders to volunteers to turn in records, can also be put on a standard form, thus:

Dear________________________:

In checking our records for volunteers serving at ____________ ____________ for the month of ________________________ we find that you have not signed your card. We are wondering whether this means that you served without signing in or that you were unable to get here.

We would appreciate hearing from you as soon as possible so that we may know whether to continue to count on your service. Please telephone us at ________________________.

Your help is needed and appreciated. It is our hope that you will be able to continue.

Very truly yours,

3. See also Speakers Bureau volunteer assignment form in chapter 9 appendix.
4. Reminders to probationers or their parents are sometimes desirable too, thus:

(a) City of Royal Oak, Municipal Court, Probation Department

____
(date)

Name: ____________________________________ your next probation appointment with ____________________________________ is
(sponsor)

scheduled for ____________, 19___ at ____________ at ____________
(time) (location)

________________________.

____
(sponsor)

(b) Boulder: Form Letter Notifying Parents of their Child's Program Assignment

Dear______________________

The Juvenile Court provides a special Tutoring Program for probationers who need assistance with their school work. The tutors are volunteers who provide this service to probationers without charge.

We have arranged for ___________________________________ to begin attending on ___________________________________ at ______________________ Sessions may be held twice each week on ______________________ evenings for one or two hours, depending on the severity of academic need. They are held at the ___________ ______________________.

You are invited to attend the first session so that you may ask the tutors any questions you have. For additional information, you may contact ___________________________________ of the Juvenile Court Staff, 444–1422.

The Court will appreciate your full cooperation.

Sincerely,

B. Some Area and Program Control Forms

1.

JUNIOR VILLAGE

JVVP Orientation Sign-In Card—Please Leave at Desk

Name ____

Group Name ____

Phone: Home __________________ Office __________________

Application: (Check one) Attached ☐ On file ☐ Will mail ☐

None ☐ If this block is checked please get application from desk and return to our office as soon as possible.

Date________________

To: All volunteers
Regarding: Record sheet
From: John Hargadine

In order to know who has been in the Court area on any given day, we are asking that you sign in and out. This will also enable us to know how much time is contributed by volunteers and make our records complete.

We will appreciate your cooperation in this matter just as we appreciate your many services to the Court.

BOULDER DISTRICT COURT
VOLUNTEERS' RECORD SHEET

Name	*Date*	*Time in*	*Time out*

C. *The Volunteer's File*

Below are three specimens of forms for indexing information to be attached on or near the cover flap of files. (a) and (b) are for volunteer's files; (c) is for probationer's file.

(a) *Junior Village Volunteers Project*

Check-off list for prospective volunteers: send ____________ application (s) to:

____

____

____

Referred by ______________________________
Individual ______________ Group ______________
Group Name ______________________________
Application (s) sent ______________________________
Application (s) returned ______________________________
Interviewed by ______________ Date ______________
References requested ______________________________
References Returned 1 ______________ 2 ______________
Orientation notice 1 ______________ 2 ______________
Department orientation notice 1 ______________ 2 ______________
Attended 1st. ______________ 2nd. ______________
Assignment ______________________________
Reported on duty ______________________________
Dropout date ______________________________
Reason ______________________________

____

____

(b) A Briefer Index Attachment

(Could be re-done each time there was a major shift in assignment status.)

Name ______________________________

____

Missing basic control forms: ______________________________
Date assigned: ______________________________
Program assigned: ______________________________
Probationer assigned: ______________________________
Affiliated organization, if any ______________________________

____

Staff supervisor: ______________________________
Comments ______________________________

____

____

(c) Cross-Reference Index on Cover of Probationer File

		Date in	Date out
Programs assigned			
	Name and telephone No.	Date in	Date out
Volunteers assigned			

2. *Background forms* are principally the volunteer application or registration form, specimens of which are given in chapter 4's appendix.

Two examples of condensed *background information plus work history*, on opposite sides of 5" x 8" cards, are given below.

DADE COUNTY, SIDE 1

VS 106

Name of volunteer **Address** **City**

Organization **Telephone number**

Year	Hours of Service	Accumulated Total Hours	Year	Hours of Service	Accumulated Total Hours

Experience & training **Assignment**

Availability **O&I course**

Other skills, hobbies, etc.

DADE COUNTY, SIDE 2

Volunteer Time Card

Name ________________ **Organization** ________________

Assigned to

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
Year																															
Jan.																															
Feb.																															
Mar.																															
Apr.																															
May																															
June																															
July																															
Aug.																															
Sept.																															
Oct.																															
Nov.																															
Dec.																															

BOULDER, SIDE 1

Name ______________________________

Address ______________________________

Phone Number ______________________________

Marital status: ______________________________

Number of children ______________________________

Program Class. ____________
____

Date ____________

Vocation ______________________________

Referral source ______________________________

Previous volunteer work: Yes______ No______

Hours/Week available: ______________________________
____

Reg. ____ I.I ____ ( ) 321/320 ____ (Note to reader:
455 ____ Other ______________________ These are codes
for basic control
and background
forms.)

Education: Hi School/College/Degrees	Hobbies/Skills/Special Interests:

BOULDER, SIDE 2

Program Ref.	IN Dates OUT	Accept.	Capacity	Remarks/Contacts
	/			
	/			
	/			
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3. *Volunteer-Probationer Contact Reports,* filled out by volunteer, put in his file, and usually copies in probationer's file as well.

Royal Oak Municipal Court
(Also used in Elkhart Court)
Probation Department
Progress and Conduct Report

Date of Report____________________

RE: ____

Address of probationer: __________________________

Contact dates: ___________________________________

Conduct, progress and attitudes:
____

____
Volunteer sponsor

Comments or recommendations, if any: ______________________
____
____

BOULDER: VOLUNTEER PROBATION OFFICER CONTACT FORM

Side 1

Weekly APO Report

APO's name ______________________________________
Probationer's name ________________________________
1. Number of contacts during the week ______________________
2. Total amount of time spent ___________________________
3. Check off the words which best describe the relationship in the contact you had with your probationer *this week:*

Strained_____
Superficial_____
Relaxed_____
Guarded_____
Enjoyable_____

Intimate_____
Friendly_____
Distant_____
Hostile_____
Difficult_____

Impersonal_____
Irrelevant_____
Honest_____
Withdrawn_____
Interesting_____

4. Areas in which there have been changes in the probationer's situation or where probationer's behavior has been noteworthy in any of the following areas: family, school, opposite sex, peer groups, neighborhood and any other areas you would like to specify. (Please use space on the back if needed.)

Side 2

5. Levels of personal interaction between you and probationer:

_____Very personal comments*

_____Personal comments*

_____Not too personal comments

_____No personal comments at all

* Specify

6. Did you learn of any violation of probation rules? Yes_____ No_____ If yes, report nature of violation (s), how you found out about it (them), and what action you took.

Any other comments:

BOULDER TUTOR CONTACT REPORT

Confidential

Tutor Session Report

Date ________________________________

Name of tutor ________________________________

Name of tutoree ________________________________

1. Indicate specific academic work covered during this tutor session. (Example: Pages 53–60, Math book)
2. How would you estimate the probationer's work on material noted in Question 1 above. Better ______, worse ______, Same as usual ______.
3. Were any nonacademic matters discussed? (Example: Relations with teachers, family, friends, etc.) Specify what was discussed.
4. Were there any academic or nonacademic problems? Specify.
5. List any material or information you need.
6. Did you see or speak to your tutoree outside of your usual tutoring session? Yes ______, No ______. If yes, how often did you see him (her)?

   Where did you meet? ________________________________

   What did you do? ________________________________

(Use back of page if necessary)

CONTACT REPORT, ONE-TO-ONE PROJECT, BERKELEY, CALIF.

Counselor ________________________________

Boy ________________________________

Date ________________________________

Visit began: ______

Visit ended: ______

Total time: ______

Total expenses: ________________________________

Visit No. ______

1. Write a brief running account of what you two did and talked about. Include your general observations. Please write legibly.

In item number 2, please check activities for this visit. In item number 3, indicate those topics you *or* your boy discussed at length or even briefly (several minutes) during the visit. Add unlisted topics.

2. Activities Categories:
   - 1______active sports, games (ping-pong, fishing, baseball)
   - 2______quiet activities or games (cards, checkers, chess)
   - 3______spectator sports (watching ball game)
   - 4______hiking or taking a walk

5____a ride (not just transport) in auto, on bike, motorcycle or scooter
6____working on a hobby (models, etc.)
7____a movie
8____listening to records or radio: TV
9____helping boy with homework
10____having a meal together
11____sightseeing: zoo, exhibit, campus, public place
12____visit to boy's home (over an hour)
13____visit to your own place
14____visit to your friend's place
15____sitting down to talk
16____including a third person (or more)
17____other: ________________________________

3. Topic categories:

	Boy's	*Mine*
1 school or schoolwork	____	____
2 teacher (s)	____	____
3 mother	____	____
4 father	____	____
5 other family members	____	____
6 friend (s)	____	____
7 travels: vacations	____	____
8 skills	____	____
9 personality and behavior	____	____

10____your feelings about him
11____his feelings about you
12____boy's role in home (duties, etc.)
13____activities this visit or past ones
14____plans for future visits
15____the project
16____other: ________________________________

4. Scan the topics you have checked above and circle the one which seems most prominent or important considering *either* the length of time spent on it or the degree of meaningfulness it seemed to have for your boy.

5. Check the *one* description (1–4 below) which comes closest to describing your boy during the visit. Then do the same for yourself.

	Boy	*Me*
1. Non personal: matter-of-fact; personal feelings not discussed	____	____
2. Slightly personal: a few feelings discussed	____	____
3. Quite personal: some important feelings or thoughts revealed	____	____
4. Very personal: deep personal feelings shared	____	____

FERNDALE, MICH., SPONSOR'S REPORT

Name of probationer ______________________________
Address ________________ City ________ Phone No. ________
Name of sponsor ______________________________

Address City Phone No.

Date of report Date sponsor contracted Month

1. Dates of last four contacts and where
2. Appointments not kept and reason if known
3. Employment: Where, wage, type of work
4. School: Attendance, grades
5. New criminal violations (including traffic): What, where
6. Home situation:
   Is curfew appropriate
   Parents' responses or cooperation:
7. Future plans:
   Employment
   School marriage, service
8. Personal problems:
   Medical, professional
9. Do you suggest a change in sponsor?
10. Remarks on probationer's attitude

Other comments:

4. *Reassignments, Boulder:* Kept up by staff and given every few days to person responsible for files, so he can update each volunteer and each probationer file, according to most recent reassignments.

CHANGE IN PROGRAM ASSIGNMENTS

Input or Terminations

Program	Date	Name of probationer	Assignment/volunteers*	Add or delete

* Please list names of tutors, APO's, groups, etc. when available.

5. *Forms for Assessment of Volunteers* (see chapter 7 appendix).

D. Periodic Overall Reporting

1. BOULDER COUNTY JUVENILE COURT—WEEKLY STATUS REPORT

Week ending ________________

		Locations in jurisdiction			
		Longmont	Boulder	Other	Total
APO ________________	This is number of volunteers in various job categories				
DPO ________________					
Tutor ______________					
Couples who act as foster parents ________					
Other ______________________________					
Children in Attention Home #2, Frasier					
Children in Attention Home # 1					
Children in De Marc Home					
Church referral					
Number of children in group discussion groups					
Number of children in shoplifting program					
Number of children who work on work program					
Number of children in family living course					
Petitions pending					
Number on supervised probation					
Number on unsupervised probation					
Number of juvenile delinquents					
Number of chins (child in need of supervision)					
Number of dependents					

2. MONTHLY SUMMARY—JUNIOR VILLAGE

Division: ________________

Month: ________________

Report on Volunteer Services

I. *Direct Service.*

A. Number of new volunteers registered this month ________

B. Number of registered volunteers actively serving this month. ________

C. Total number of hours of volunteer service this month by registered volunteers. ________

II. *Special Services.*

A. Number of special services this month. ______

B. Number of volunteers participating in special services ______

C. Total number of hours of volunteer service this month in special services. ______

III. *Number of Donors this Month.*

Definitions

Volunteer:	One who donates service without payment.
Registered:	Completion of an application, assignment given, signs in and out.
Special Services:	Special services, e.g., treats, shows, trips, etc., given by individuals or groups of volunteers.
Donor:	One who makes a gift of money or merchandise.

3. YEARLY REPORT—LANE COUNTY

(But same type of format could be used for monthly or weekly reports, too)

Volunteer activities	Number of volunteers	Hours of service
Skipworth Home:		
Cooking and baking	12	220
Arts and crafts	12	471
Sewing	12	446
Grooming	3	180
Sports and games	13	450
Library Board	9	(*)
Minister of the month	10	150
Student practicum	8	1,848
Subtotal	79	3,765
Juvenile Department:		
Transportation	5	1,051
Clothing	1	34
Dental aid	7	(*)
Probation Aides	1	88
Speaker's Bureau	8	96
Christmas project	3	(*)
Open house	(*)	(*)
Miscellaneous resources	(*)	(*)
Subtotal	**25	1,269
Case Aide Program	40	**6,000
*Miscellaneous	(*)	**1,000
Grand total	144	**12,000

* Accurate data not available.

** Estimate.

4. *Budget and Financial Reports and Records* (See chapter 10 appendix).

E. Page From A Court Newsletter

BOULDER COUNTY JUVENILE COURT
VOLUNTEER NEWS

July 1, 1967 Betty Cross, Editor Vol. 1, No. 8

PROGRAMS SHIFT INTO SUMMER ROUTINE

The tutoring programs will continue through the summer, but the emphasis will be recreational as well as academic. In Longmont, students will take part in a three part program: first, they will work with reading lists in an effort to raise reading levels; second, each student will work on a 4-H project on a one-to-one basis with his tutor; and third, they will participate in tours to newspapers, museums, etc.

The Boulder Tutoring program will continue its reading program, along with recreational trips utilizing the Park and Recreation Department's offerings, YMCA, hikes, and so forth.

The APO program is being handled by Mary Osterberg, since most CU students are not here for the summer, and many new APO's will be coming in in the fall.

Foster Parents are, of course, on duty all year, and plan to continue with their monthly meetings. These have proved to be quite helpful to participants, and provide a good way to exchange information informally. It is hoped that speakers can be obtained for future sessions.

The Testing Program continues, although tests are not administered every week unless there are more than one or two probationers to administer them to.

Group Discussions are continuing, and a new boys' group has been started in Boulder by Mr. Ed Rosenberg.

The Shoplifting Program has been combined with the regular Work Program, and the Boy's Work Program has taken a summer project—the maintenance of Columbine Cemetery, in assistance to the Boulder Parks and Recreation Department.

The Preventative or Youth Assistance Program, and the DPO program, are both bogged down for lack of personnel —please read the Want Ads.

WANT ADS

Help Wanted: Need one or possibly two volunteers to man the Preventative Court program, both here and in Longmont. This involves working closely with the schools, the family of the child, and other involved agencies, to bring together all the help possible in an effort to prevent the child from winding up in Court as a delinquent. Just the right spot for a real hardworking optimist, who wants to do something positive and constructive.

Help Wanted: Male DPO's to work on a one-to-one basis with a probationer, under the guidance of one of the Court Probation Officers. Just the right spot for a realist, who wants to do something positive and constructive.

For either of these jobs, with all the accompanying rewards and fringe benefits, contact the office.

ADULT ADVISORY COUNCIL FORMED

An Adult Advisory Council has been created, and held its first meeting June 21 at General McBride's home. Judge Holmes and John Hargadine presented an orientation program to the 20 new volunteers, and urged them to visit the Court and get acquainted with the staff and programs. They will serve in an "observe and advise" capacity to the Court.

GOODBYE

This will be the last issue of the Newsletter until the fall, so we wish you a pleasant summer, if we ever have a summer.

CHAPTER 9: PUBLIC RELATIONS IN COURT VOLUNTEER PROGRAMS

The byproduct of public relations is often as important as the direct service product of court volunteers, and potentially as beneficial. In a sense, the goal of volunteer programs is the promotion of public relations at a new level of community involvement which bridges the gap between the court and the community. It is a way of publicly recognizing that juvenile and misdemeanant crime is a community problem and responsibility. In a word, court volunteerism is a venture in collective action in which the court builds a constituency for social action in its own community. If "public relations" fails to apply in any way to this, it is because the term is not strong enough. "Public integration" is probably more accurate.

Volunteer programs cannot be initiated without definite community support, expressed in a series of personal commitments from the volunteers themselves. Only a favorable community climate gives one the ability to recruit citizen volunteers, to support their work well enough to keep them, and to defend their work where necessary. A jurisdiction of 100,000 people might well come to have 150–200 volunteers working on a regular basis, with many more contributing occasional service, money, materials or facilities. Easily 500 people become directly involved with the court in any given year in such a jurisdiction. Thus, volunteers frequently represent a relatively large segment of the public acting as a catalyst of court interaction with the community. They and the press place the court in the public eye, and the public, in turn, becomes more involved in court activity by virtue of their suggestions and comments as well as their service. Through their volunteers, the Judge and his staff will develop a better feeling for the pulse of the community—what it is thinking, what are its needs and desires, and what are its resources. As for the latter, volunteers know the community in detail better than any small regular staff ever could, and they can tap its resources more completely through their personal contacts.

As the volunteers represent the court's eyes and ears in the community, they will puncture any splendid isolation of the court in a most useful, informative way. Communities are inclined to react favorably to a court's openness and trust in them, as implied in court volunteerism. Of course, feedback will be interlaced with criticism, usually of a constructive kind, but some of it will be negative in character. All should be considered patiently and attentively and should be sifted for suggestions of real value.

In the other direction, the court influences the community through its volunteers and through the increased notice its programs receive. There are many dimensions of court impact, including directly supportive factors such as volunteer recruitment, material and financial support of volunteer programs, etc. But the court can use its new dynamic leverage even more broadly for community education, for increasing citizen awareness of what goes on in the court—its real function and its role in rehabilitation. From this awareness, pressures can be generated towards upgrading the corrections profession and augmenting the court's rehabilitative resources, via legislation or local action. A climate of acceptance and initiative can be molded for worthwhile projects in the court in order that constructive programs be developed for all the children of the community.

Some General Considerations

Actually, very little precedent exists for a court reaching into a community in this way. It is easy to exhort the court in this direction, and many have done so, but no one seems to know exactly how to go about it. Indeed, traditionally, the court has been the listener and the adjudicator rather than a dynamic stimulus, mobilizing forces for social change. Yet, the court can hardly help affecting the community in the pattern of its decisions, and particularly in the effectiveness of its probation programs.

In any event, volunteer program public relations do not start from a zero point. Where a court has enjoyed good public relations in pre-volunteer days, it should have less trouble promoting volunteer programs. If relations have not been as positive, volunteer programs will inherit the handicap. By themselves, they are unlikely to improve things suddenly and magically. Indeed, selling volunteer programs may not be an easy task if a court's image has been one of ivory-towered aloofness, if it has a "bad press" or no press at all. As for the latter, one must always be prepared for the "disappointment of ignorance." Even with the best public relations, many local people will simply never be fully aware of what the court is doing.

There is, first of all, a point of strategy here. One should not assume that one good story a year will take your message to the local people, beseiged with hundreds of other messages every day. Coverage must be regular and consistent to make an impression. Thus, Denver County Court has a picture or story in one of the major newspapers once every week or two. At Dade County Juvenile Court, the volunteer program administrator has formed the habit of calling the press every time a potentially interesting event occurs.

Community ignorance is so easy to acquire by default that it is sometimes tempting to try to capitalize on it and hide your problems and programs behind a screen of public apathy and indifference. But a far better strategy is to be open with the press and the public. There is no reason to pull in your horns, nothing to be ashamed of, and much about which to be proud. It is reassuring to know that community reactions to volunteer programs around the country have been overwhelmingly favorable. However, they probably are not consistently favorable across all kinds of people. Although we speak of "public relations," there is no such thing as one "public." There is the adult public, the teenage public, the liberal and conservative publics, the professional and non-professional, the middle- and lower-class publics, etc.[1] Your approach, therefore, should be adapted to each public insofar as possible. Concentration, however, should be placed on those segments of the public which can be of the greatest help to the court.

Who should handle public relations? There is no formula for this, but it seems reasonable for overall direction to be placed high in the court organization—with the Judge, the Chief Probation Officer, the volunteer coordinator, or all of these in cooperation. The development of public understanding and sympathy is hardly helped by statements from one court person, amended or retracted by another, or left to stand in error. Getting things down in writing, whenever possible, helps insure accuracy and consistency—either as guidelines for speakers or written releases to the press. It also helps to have one person clearly assigned the responsibility of an editor or reviewer on all important releases. This is particularly desirable in regard to organizations affiliated with the court via their volunteers. They are somewhat more prone to issue statements linking their organization to the court, in which their knowledge of the court is, naturally enough, imperfect. Finally, one person with overall responsibility is more able to develop, over time, comfortable and trusting relationships with the press and other public relations media.

Overall coordination notwithstanding, it is clear that there will be participation at all staff levels, particularly in the more individual and informal aspects of public relations. As noted previously, the volunteers themselves are very effective ambassadors for the court.

The following section represents a review of some considerations applicable to each of the main public relations media.

1. *Local newspapers, radio and television* are essential resources. Press coverage will almost certainly increase when volunteer programs begin in your court. We suggest that you take the press into your confidence and keep it well informed of volunteer activities. It is even a good idea to have them represented from the very begin-

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[1] Your own staff is a small public which may need to be educated to the acceptance of volunteers (chapter 2). Moreover, volunteers themselves are a public close to home, needing education in the philosophy and approach of the court (chapter 5). Indeed, they need help in understanding their own community. One way of doing this is through properly guided volunteer experience.

ning in the planning of volunteer programs. The press is eager to learn how the court staff feels and what the court is doing, and most newsmen have the good judgment to use the information productively. Possibly the greatest mistake a court can make as far as the press is concerned is to insist upon unnecessary secrecy.

Some things regarding juveniles must not be published. Usually, protection of identity is legally safeguarded but if not, ethical considerations are sufficient. Rarely do courts publish the juvenile's name nor do they allow any photographs in which the individual child could be recognized or identified. The special caution for volunteer courts is not to identify the juvenile inadvertently by identifying the volunteer (s) working with him. This is a danger, especially in smaller towns, where everyone knows who is seen with whom around town. In all of this, the responsible press will respect legitimately confidential information if taken into your confidence as to why, in any cases needing explanation.

As for what volunteer courts are doing and how they are doing it, it is best to share the trials and tribulations from the very start, right along with the successes. The press will not always be uncritically accepting, nor should anyone expect it to be. But the more they are aware of the problems, the more they will support sensible solutions. Moreover, the press is particularly happy to report good news, and volunteer programs certainly qualify in this respect. They are usually full of human interest and local pride, and in the vast majority of cases, local press response to court volunteer programs has been sympathetic, supportive and constructive. Boulder County newspapers have consistently published pro-volunteer articles. They have even printed free "help wanted" ads for the court. In addition, the press of Denver, Colo., and Miami, Fla., have given extensive and positive coverage to volunteer programs there while the Indianapolis volunteer program for problem youth gets its major financial support from a local newspaper, in addition to good coverage.

There are a few other more routine guidelines in press relations. First, do your utmost to make time available for any press representative who comes to see you. Secondly, written releases, often appreciated by the press, should be offered regularly, perhaps formalized in a regularly prepared and distributed Court Newsletter or news report. Thirdly, try to set up timing of releases so they are as fair as possible to all representatives of the press in terms of their deadlines. Finally, do not expect volunteer programs to be accepted by the press and public solely on hearsay. Have on hand relevant statistics and evidence to support the case for their effectiveness. Make these straightforward and understandable. People are more sophisticated these days and have learned from experience to be suspicious of the Pollyanna approach.

2. *Talks given to local service, church and school groups will* also take your story to the community. These talks add a personal touch, a chance for local people to ask their questions and enter

into discussion. Community interest in volunteer programs will probably result in far more speaking invitations than you ever had before. Thus, it might be well to think about establishing a "speaker's bureau" (already operating in several volunteer courts). Volunteers can and often do handle some of the speaking engagements. In at least one court, election to the speaker's bureau is a valued form of volunteer recognition. Speakers should be effective and well informed with enough experience so they know what they are talking about. They should be provided with adequate backup material, handouts, brochures and pamphlets for distribution to the audience while enthusiasm and awareness are at their height. Well chosen films[2] are often useful as are tapes (the latter of local origin, if possible). Some courts also equip their speakers with written guidelines or outlines and lists of typical audience questions and answers. In moderation, none of these aids need dampen individuality and spontaneity.

3. *Individual contacts with the community* are extremely important. With or without volunteers, regular staff ought to keep in touch with local agency personnel and the public-at-large, to understand their viewpoints and problems, and to communicate with them. The special thing about volunteer programs is that volunteers themselves can be an effective public relations corps, once there are enough of them to make it count. Here is a core of citizenry who understand firsthand what is involved in courts and corrections. While volunteers do not know the overall picture as well as regular staff, they are effective in their own way in giving testimonials to volunteer work.

Volunteers can go back to their neighborhoods and speak for the court at church, club meetings and over the back fence. They can insert notices in the newsletters of the organizations to which they belong. In this way, as few as 50 volunteers can exert a tremendous proliferating influence on the community towards the development of probation program support and sound public policy. In this way, also, the number of active court spokesmen in the community is dramatically increased.

Most of this goes on in a relatively spontaneous way, and the court need only maintain an encouraging attitude about it, or at any rate, take care not to hinder it actively. Beyond this, some courts deliberately organize their volunteers to act as the voice of the court in the community—a voice of constructive social change. Court advisory councils frequently assume this function among their other duties, and speaker's bureaus have already been mentioned.

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[2] Two films concentrating on volunteer probation services in a young adult misdemeanant court are: "Royal Oak—City with a Heart," and "Don't Curse the Darkness." Each is 16 mm, black and white, 20 to 25 minutes in length. The films are currently available at no cost from Project Misdemeanant, Room 200, 100 Maryland Avenue, NW., Washington, D.C. 20002.

Some Volunteer Program Talking Points

To a certain extent, public relations ammunition is mostly the sincerity and quality of your programs. No amount of slick advertising can gloss over a poor program, and no amount of public relations bungling can wholly efface a good one. One of the things that ultimately comes through is how you treat your volunteers as representatives of the community. If you give them responsible, meaningful jobs, trust and respect, the community will pick this up in due course and return the trust to you.

But the volunteer court cannot enlist the support of its community solely by existing. Citizens must be apprised of the background problems and needs, the role of programs as a sensible response to them. Much of this is information; some of it is persuasion. In either case, volunteer programs have many valid credentials meriting public support and attention. For one thing, they have great natural human interest. The main ingredient of volunteer programs is people, local people, far more of them than usually get involved in their own local government. Nor does it hurt if some of these people are leading citizens. Local pride is a very strong point.

Savings on tax expense is well worth emphasizing to individual taxpayers and local government bodies. Do not be bashful about noting all the extra services volunteer programs provide at no extra cost to the taxpayer. Let the community know how much it would have cost them if it had to pay for the services provided by the court volunteer. People may be surprised at how large this figure becomes—reaching $10,000 a year even in a small program.[3] For a moderately sized program of 100–150 volunteers, four volunteer courts have independently agreed on a worth-of-services figure of $40,000 to $60,000 a year.

There may be other areas of direct savings, too. Thus, for every day an otherwise jailed youth is in a volunteer-manned or supported foster home, the local or state jail budget may be eased by $5 to $10. The total figure in this respect may be quite impressive. Boulder estimates have been showing $10,000 a year in such savings for the county government.

All this is music to the taxpayer's ear, and it does not even begin to touch on the sphere of human values which is far more important in the long run. In regard to these, the American people have always had a great natural concern for their youth, including problem youth. Indeed, crime and delinquency are very much in the public mind these days so that any fresh, hopeful approach is bound to capture the community's attention. It is all the better if you can indicate that court volunteers are impacting positively on delinquency and misdemeanant offenses. Have your evidence at hand and make it known.

Of course, volunteer programs are not without their sensitive spots in public relations. The court should be aware of these and should anticipate them. This is not to say that you should be afraid of responsible and constructive criticism. You can always learn from it, and out of controversy increased public awareness often emerges. Remember, first of all, that volunteers are seen as court people even if they work only a few hours a week and are unpaid. Court people are like school and church people—expected to be exemplary in conduct and perfect in technique of dealing with clients. The more volunteers you have, the more likely it is that one of them will slip, somehow, sometime. This will bring criticism upon the person, but perhaps even more upon the court, whose vulnerability in this regard increases in direct proportion to the number of its volunteers.

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[3] Actually, court volunteer programs cost a little money, and what you are really doing is more like purchasing $10,000 worth of services for $100, or $50,000 for $500—still a tremendous bargain (see chapter 10).

These dangers are good reason for care in recruiting, screening, orientation and supervision of volunteers plus immediate corrective action for inappropriate behavior or for repeated infractions. There may be backlash of resentment from the firing of volunteers, but it can be done tactfully on the few occasions when it is necessary. The people you have to fire are rarely leaders in the community, nor are they leaders of community opinion (or in a position to aspire to such position). Moreover, however bad it may be to fire a volunteer, it will be worse to keep him from the point of view of protecting the probationer and the court's reputation.

Experience with some 500 volunteers over the past 7 years has led us to fire perhaps a dozen. This is more than a little discomforting, but there have been no public relations disasters on this or any other account due to volunteers, nor have we heard of any nationally.

Generally, volunteerism need not make the court's image the "soft" one that is often such a target of criticism for citizenry concerned about crime. Rather, this image must remain one of authority and power, but tempered with understanding. The public and the would-be offenders must know that the court means business—that it will not tolerate lawlessness, and that violators will be checked. On the other hand, the idea should be communicated that the juvenile court is willing and able to serve the public in meaningful programs of reconstruction.

The volunteer court is, in a real sense, using the public to serve the public. Because of this, community members generally are not threatened by volunteers despite the fact that professionals often are. At least one court volunteer program has floundered under this sort of pressure and several others have felt it. Indeed, in the writers' opinion, this is one of the principal reasons volunteer programs have never been tried in some communities. There are solutions, however. In the first place, many court volunteers *are* professionals serving unpaid in a professional capacity. Often they are the core of a court volunteer staff. Secondly, professionals-as-volunteers, together with regular staff and paid professionals from other agencies, can be given a leading role in the training and supervision of volunteers. Everything should be done to make professionals see this as their program, their volunteers. They must be encouraged to see themselves as senior partners for whom the volunteers act in supplementary and enhancing roles. Fellow agency professionals are more likely to react favorably if professionals are clearly in charge of volunteers in your own agency, and if they themselves are invited to take part in your volunteer training program. Finally, the volunteer program can be made maximally nonthreatening to local professional-agency staffs, perhaps through the use of college trainees destined eventually for professional careers. Perhaps, also, volunteer roles can be deliberately fixed at a nonprofessional level, or if near-professional, at least in a nontraditional manner (see chapter 3).

In conclusion it might be said that good public relations are both the cause of good volunteer programs and their result. Cultivated by a reasonable amount of forethought and effort, court volunteerism has yielded impressive dividends of understanding and cooperation in the community. The recruits keep coming in. Positive press coverage grows. A sampling of volunteer program coverage in the Denver-Boulder area, over a one year period, yielded 35 articles dealing directly with court volunteerism. Not one of them was negative, nor have we ever seen such an article anywhere nationally.

Perhaps the most impressive evidence of positive public relations and reaction potential is spinoff. Six or seven years ago, the Lane County, Oreg., and Boulder Courts were virtually the only professional service agencies in their towns using volunteers (except the traditional hospitals, churches, YMCA, Red Cross and Boy Scouts). Today, they look about them and see volunteers in almost every local service agency. The count is 15 in Boulder today, including the school system which would not hear of volunteers 2 years ago. Agency professionals are currently planning a community-wide volunteer bureau. In other words, agency professionals—mental health, welfare, nursing homes, schools—have accepted volunteers in the court so well that they now accept them in their own agencies. Dr. Leonard Pinto's recent study of local Boulder agencies confirms this resoundingly.[4] Mental health, welfare, church, school system, law enforcement and news media were probed for their attitude toward the use of volunteers in service settings. As part of this study, 43 people in these agencies were asked the question: "Some towns and cities use community volunteers to work with juvenile delinquents. Are you in favor of this idea or not?" Of the 43 asked, 39 said yes; only one said no; the other three either gave no answer or an answer so highly qualified as to be uncategorizable. Of course, this kind of favorable reaction cannot be expected at once. In fact, it came late in 1967, 6 years after Judge Holmes began using court volunteers in Boulder. But it can be done, and it should be expected and anticipated.

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[4] To be reported on more fully in the technical report of the Boulder County Juvenile Delinquency Project, as cited in chapter 12.

As for the public-at-large, we know of no case where the electorate has rejected a Judge at the polls due to his espousal of volunteerism. Indications are, in fact, quite the contrary. Indeed, one Judge who originally had a hard fight before election became a pioneer in court volunteer programs during his term of office and was later unopposed for re-election—a rare occurrence in his community.

APPENDIX

JUNIOR VILLAGE VOLUNTEERS PROJECT
SPEAKERS BUREAU

Assignment

Name of organization ____________________________________
Chairman ____________________ Telephone ____________________
Contact person ____________________ Telephone ____________________
Meeting place ____________________________________
Address ____________________________________
Travel directions ____________________________________
____
Date ____________ Time ____________ Time allocated ____________
Topic requested ____________________________________

Report

Information covered ____________________________________
____
Visual aids used ____________________________________
Materials distributed ____________________________________
____
Number attending ____________ Type of group ____________
Response from group ____________________________________
____
____
Comments ____________________________________
____
Followup needed ____________________________________
____

____
Speaker Date

CHAPTER 10: FINANCING COURT VOLUNTEER PROGRAMS

Finance is another sense in which volunteerism is an investment, not a gift. Yet, the fact that volunteer programs do cost some money is a point frequently overlooked by those just venturing into volunteerism. While human values tend to predominate in our thinking, it is necessary, nevertheless, to be concerned with financial matters in order to preserve the human value of volunteerism. Poor planning and program support can and do retard the growth and success of volunteer programs.

In new and small programs, volunteer support expenses may be hardly noticeable and may require no special planning. Larger and more extensive programs, however, do require some financial support, but funds for such programs do not necessarily have to come from the already overstretched court budget. Rather, the court need only plan and organize the finances. Indeed, to the extent that it does so effectively, more of the burden will be shared by the community and less need come from the court's own pocket.

Typical Categories of Volunteer Expense

Expenses will vary from job to job, person to person, and program to program, but certain typical categories can be anticipated. For example, *travel* is usually a big item: auto mileage, bus or taxi for volunteer travel from home to the court, or to various places with their probationers. *Materials and facilities* in support of volunteer programs are always needed. Sometimes they are donated, but if not, they must be purchased or rented. Expenses in this category would most often be related to the purchase or rental of books and magazines for tutoring, tools and materials for home-skills and work-skill programs, recreational equipment and fees. In all such cases, the materials are accessories to a learning experience. Other materials, frequently given directly to needy probationers or their families, would include such items as clothing, food, toiletries and even home furnishings.

Once you embark upon providing volunteer services for probationers, you will find that one new service tends to create pressure for others, illuminating gaps in the structure which ordinarily would not come to your attention. These additional services may also be volunteered or donated, but more frequently they need to be purchased. These services might include professional diagnostic evaluation, psychiatric or other counseling, medical attention, scholarships, camperships, occupational therapy and training. Many of these expenses would warrant the court's consideration even without volunteers, but volunteers seem to place them in the limelight even further.

Volunteer *program administration and support* involves a considerable amount of overhead expense. For example, the volume of printed matter will increase sharply—announcements, newsletters, record forms. Mailing also will probably become a substantial item, as will extra telephones and extra staff time. In these and other ways, organizing volunteer programs and meetings takes money as well as time. When these meetings are of a semisocial nature or when they involve recognition of volunteers for outstanding service, items such as refreshments, lapel pins, certificates of merit and the like also add to the expenses. Further, volunteer training and orientation puts additional cost burdens on the court when it involves film rental, speakers' fees, and orientation booklets. Boulder's cost analysis estimate on the booklets alone is about 50¢ per copy, produced in quantity and exclusive of staff time in writing the material.

There are a number of other *miscellaneous program expenses* of a petty cash nature, again varying from court to court. Young mothers may need reimbursement for babysitter fees. Other volunteers may be reimbursed for parking tickets incurred while working at the court. (This is done in Boulder since there is no free parking space nearby.) In any case, each community will be unique in having a few special expense features of this kind. While they are often difficult to foresee, they are important, nevertheless, for the smooth operation of the program.

We have not yet mentioned the heart of volunteer program administration—the people. *Staff supervisory time* for volunteers is a relatively hidden expense, but it is real and necessary and must be purchased. Boulder's computation indicates that for every 15 or 20 hours of contributed volunteer hours, at least 1 hour of regular staff time is necessary for consulting and supervising. This works out to a full-time supervisor or his equivalent for every 100–150 volunteers. Volunteers themselves, or partly-paid personnel can absorb some of this, however. Thus, much of Royal Oak's volunteer program administration is handled at $1,500 a year by four full-time "retired" gentlemen.

It is the definite consensus of volunteer courts that beyond a certain point, a fully paid professional is required, with specific responsibility for managing volunteer programs. Roughly, this point is somewhere between 75 and 150 volunteers. There must, however, be some paid staff time available if the program is to operate smoothly, with consistent direction and support. At higher levels, these functions are centered in the volunteer program coördinator. Nonetheless, it would be a mistake to assume that extra volunteer services of a supportive nature are needed only at the top from whence policy and guidance magically become transformed into action and implementation. Secretarial-clerical support, for example, is of critical importance for all the unglamorous details on which volunteer programs depend. Without adequate clerical support, your volunteer program coordinator is no better than any executive without a secretary—which is to say, no good at all. (As for morale, the "clerical gap" is an excellent way to drive a good coordinator to distraction.) By no means can all of this work be handled by volunteers. The core of it will definitely require paid help.

How Much Money?

From general categories of expense we can move closer to actual cost figures. To our knowledge, no one has ever done an intensive cost accounting analysis of a court volunteer program. We do, however, have some cost breakdowns from several volunteer courts which appear in the appendix. Some overall expense estimates are also possible in approximation, and these are not so intimidating as our list of categories might have led one to believe.

A small program of 10 to 15 volunteers might cost $100 per year for direct-support costs, exclusive of supervisory staff. The corresponding figure for a larger program of 100 to 150 volunteers is $500 to $1,000 per year. By dividing all volunteer program expenses into the total number of contributed volunteer hours, Boulder derived an estimate of 5¢ per volunteer hour or $600 spent over a year in which volunteers contributed 12,000 hours of work. Extra staff supervisory time is estimated at 25¢ per hour of volunteer service ($5 an hour staff pay, with 1 hour needed for every 20 hours of volunteer work contributed). The Boulder total is thus about *30¢ an hour.* This is far lower than figures obtained from other major volunteer courts. When the volunteer-related budget is divided into total volunteer hours for Lane County, Oreg., and for Royal Oak, Mich., one derives an estimated figure of between *$1 and $1.50 an hour.*

How does one account for these discrepancies? In the first place, the assumptions and procedures of volunteer program cost accounting hardly makes it a science as yet. Sheer error and difference of assumption play their part, especially in the area of extra staff. Indeed, there is a fundamental question unanswered here: are all staff who supervise volunteers "extra"? Perhaps volunteers not only take their time but also relieve them of work they would otherwise have to do themselves. Thus, these regular staff are not so much "extra" as "different" in their role—an exchange of time rather than a donation. We have always considered our probation officers in this role-change light—that is, doing primarily *different* things because of the addition of volunteers rather than only extra things.

In any event, one can say this of major programs such as Boulder's, Lane County's and Royal Oak's, where 100–150 volunteers average about 12,000 hours over the year. First, expect to disburse between $500 and $1,000 yearly for support costs exclusive of regular staff time. Second, expect to hire or be included in the budget, somehow, at least one full-time person or his equivalent for volunteer program coordination and administration. If you should prefer the smaller, tighter programs of 10 to 15 volunteers working 1,500 hours yearly, support costs should run about $75 to $100 exclusive of staff. "Extra" staff costs might be around $500 to $1,000, but again, these are very difficult to estimate, and with a small program, there is more likelihood that this can be absorbed in existing staff structures.

Not incidentally, court volunteer programs seem to be doing better per capita than representative national volunteer programs. Assuming a volunteer probation officer spends 4 hours a week with his probationer (200 hours year), the costs to the court would probably be no more than $200, and likely a good deal less. By contrast, the "Big Brothers" of New York City cites $600 as the cost of working with one Little Brother over a year. Of course, even the most pessimistic estimates of court volunteer program costs pale into insignificance considered against the richness of human values involved. But we must have that small amount of money to insure the existence of this vast amount of human warmth, concern and service.

Raising the Money

There are many possibilities of raising money, none of which need deplete the regular budget of the court. Your approach will, in large measure, be part of your overall public relations program. It may be part of the normal round of talks, meetings and luncheons. It will mean selling the whole community-involvement approach to corrections. But once such programs have begun, even in a small way, and once they have received the kind of favorable publicity such programs almost always have, you will find the way surprisingly easy. Indeed, the larger volunteer courts have consistently been able to raise up to $20,000 yearly in their own local communities.

Except as otherwise noted, the sources of funds listed below have actually been used successfully by one court or another. None use all of them, and the choice made by each court has depended on its knowledge of its own community.

The *individual service volunteer* will, more often than not, bear most of the expenses incident to his service, especially if he has been clearly advised beforehand that his services will involve a certain amount of expense to him. Although the volunteer may not inform the court, he will generally incur expenses of $10 to $50 yearly to work for the program. In some cases the cost will be even higher when such items as auto mileage, recreation with a probationer, program materials, etc., are added. Both Boulder and Lane County figures agree on this figure of $10 to $50, although in this other area of additional contributions, the figures are likely to be inaccurate and underestimated.

Most volunteers are willing and able to combine their service and money in one package. Most volunteers would even be willing to pay yearly membership dues, with clear exemptions or reductions for those who cannot. These monies could then be distributed according to need. (This also has the advantage of representing a concrete commitment on the part of the volunteer at the beginning of his service, and periodically thereafter.) It may seem strange to expect volunteers to pay for the privilege of being volunteers, but those of us who have worked with them are no longer surprised at the range and the depth of their giving. Volunteers will not only bear much of their own service-connected expense, but will, in addition, give money to a volunteer program support fund.

Beyond making their own contribution, volunteers can serve individually or in groups as solicitors of funds from others in any of the ways described below. Fund raising is time consuming, however. In fact, an estimated 20 million volunteers serve as fund-raisers in the United States today. Courts, too, have successfully used groups of volunteers as fund-raisers. They can solicit from individuals or community organizations. Frequently they take major responsibility for one or two large fund-raising parties—theatre parties, sales or benefit dinners—each year, netting as much as several thousand dollars. A considerable amount of planning and preparation may be necessary, but volunteers can handle most or all of it. The Christmas Project Volunteers of Lane County, Oreg, are a good example. For other examples, the reader is referred to the finance section of the *National Register of Volunteer Jobs in Court Settings* published at Boulder.

Finally, even when they cannot contribute money, volunteers can donate service in its place. That is, some volunteer program expenses can be defrayed by using other volunteers to provide the needed support services or materials such as transportation or clerical services, babysitting services and the like for other volunteers who work for the court. However, experience has indicated that recruitment of volunteers to provide these types of services is considerably more difficult. Obtaining and organizing such services may, in the long run, be more work than it takes to do it yourself or to raise the money for paying someone else to do it. Nevertheless, where possible, such supportive services should be solicited.

In general, if willingness were all that counted, service volunteers would absorb their own program costs. But no volunteer can be expected to defray such costs as financing psychiatric treatment for his probationer or paying his supervisor's salary. Further, it should be recognized that not all volunteers are able to defray the costs involved in volunteering at all. For example, the enthusiastic but struggling college student or the person whose socioeconomic status is closest to the deprived probationer with whom the volunteers often work should not and cannot be expected to absorb these costs. These worthwhile people simply cannot afford to work for the court in this way unless the court can assist them financially.

Contributions from individuals other than service volunteers are important resources for most volunteer courts. This seems to be an attractive philanthropy for many, for in a real sense they are volunteering money in lieu of services. In this way such people can feel a part of the program. Solicitation of such funds can be informal or formal, with regular yearly drives. Courts have set up contribution boxes in local public places, passed out brochures, given talks and used local news media. House-to-house canvassing has also been tried.

Local organizations, both business and service, can be a major funding source. However, a general caution in this area is to be sure that the money is offered with no strings attached in terms of the expectation of controlling court policy. At any rate, there should be no more conditions attached than the court considers clearly acceptable. One variation here is the service volunteer who enters volunteer service in connection with an organization which supports his work financially—for example, a church, service club, the Red Cross, etc.

The court's volunteer program fund is likely to be an attractive form of contribution for local businesses. Beyond philanthropic motives, business has a stake in programs which may reduce shoplifting, vandalism and burglary. Good public relations is yet another byproduct, since courts frequently publish the names of such contributors. Not incidentally, the court can arrange its fund so that contributions to it are tax-deductible. It can also seek out businesses which might be particularly interested in one program, for example, an insurance company to underwrite a driver training school.

Local clubs and church groups frequently find volunteer programs worthy causes. The Junior League is a major financial contributor in several localities as are local chapters of the National Council of Negro Women and the National Council of Jewish Women. The major financial backer of one volunteer program is the local newspaper.

To give some idea of the breadth of community involvement which is possible, a recent Royal Oak listing of financial contributors includes churches, small businesses, service clubs, individual professionals and professional associations and organizations, the parent-teacher associations, banks, funeral homes, real estate agencies, manufacturing concerns, newspapers and radio stations.

Local philanthropies and endowment funds can help in specialized areas such as food, clothing, eyeglasses, medical supplies and services, or as a more general resource. It is surprising how many resources can exist virtually untapped in a community because people simply are not aware of them. If your community does not already have an adequate local resources directory, it would be to your best advantage to develop one.

Occasionally, local endowment funds have conditions attached to them. In return for its support, an endowing body such as the United Fund may expect to exercise more operational control than the court is willing to allow. Thus, one must be certain to clarify acceptable conditions and to make certain that arrangements are clearly understood before accepting such support.

The *local government* can also be important in volunteer program financing—for example, the City Council or the County Commissioners. Since this is frequently the source of regular staff salaries, it is natural to go to this body politic for financing extra volunteer supervisory staff. Usually, however, the program must first prove itself and generate favorable community reaction before the local government will offer its support financially. However, once this has occurred—and it usually does—the local government is usually willing to pay for the support of a demonstrably good and popular program. As an illustration of this process, Royal Oak, Michigan established its volunteer probation department with no municipal support at all, then went to the city government and quite easily secured $15,000 to $20,000 a year for support of the established program. Boulder's paid staff preceded volunteers, but in recognition of the extra leadership demands made by volunteer programs, regular staff has received more than normal yearly increases since then, and some staff have been supported specifically in recognition of the need to manage volunteer programs.

As for nonstaff support costs, they may be absorbed in a regular staff budget quite easily. In fact, for items such as mailing, office supplies and telephone, it is often hard to distinguish the volunteer and regular components. Thus it is reasonable to handle them together for processing and accounting purposes. Permission is needed to do so, of course, but there need be little of the "special added appropriation" atmosphere about it.

Local government funding is a healthy local recognition of the worth and importance of volunteer programs. It is also likely to be more satisfactory as an arrangement which can be relied on for a minimum operating fund from year to year. Any subsequent budget cuts will be cutting a substantial bloc of leading citizens—your volunteers. But, remember that volunteer programs must usually prove themselves first in the community before the court can obtain significant local government support.

In the determination of how to obtain volunteer program financing in the annual budget, do not rob Peter to pay Paul. Make it a separate and added budget request, not a slice of another pie which, with award, reduces the money available for other departments. The argument volunteer courts have used here emphasizes the financial value of volunteer services, were local government to purchase them. Boulder, Lane County, Elkhart, Ind., and Royal Oak—all moderately-sized communities—have estimated the "purchase price" of their volunteer programs at between $40,000 and $60,000 yearly. This is probably conservative. Royal Oak's estimate goes as high as $150,000. Against such figures, budget requests of a few thousand dollars are likely to seem paltry indeed. And this, of course, still does not measure the human value of volunteer contributions which are quite literally beyond price considerations.

Subsidization by nonlocal sources has played a major part in the development of some court volunteer programs. These may be state or national corrections agencies or private philanthropic foundations. The level of support obtainable here may be quite substantial, but there are cautions. In the first place, applying for and managing such grants can be a formidable task, often requiring a grant specialist. Secondly, there is often a rather delicate problem of national-local relations involving local control and pride. Thirdly, funds tend to be granted more for special innovative activities and research rather than for regular, ongoing program operations. Fourthly, funds are usually withdrawn or sharply reduced after an initial demonstration period of one to several years. After that time, the court is expected to call on its own resources to preserve the program. One should be advised, however, that there is nothing inherently impossible about resolving these difficulties. Thus, for the last-mentioned one, a strategy which has been successful is to use the outside-support period to develop and establish the volunteer service or feature to the point where people will wonder how they ever managed to get along without it. Then, when outside support is withdrawn, regular local budgets are far more likely to be supplemented as an alternative to losing the service. Try to begin making arrangements for this re-positioning well before the grant is due to expire.

At this point, we would like to be able to provide a primer of national funding sources. It is highly doubtful that such simplicity was ever possible, and it certainly is not at present since grantsmanship is quickly becoming a very specialized field. In the delinquency area, in particular, competition for Federal and national philanthropic funding is terribly fierce, but it is likely that this situation could change in the near future.

Most generally, at the Federal level, funding for the areas in which the readers of this manual are interested has been channeled through either the U.S. Department of Health, Education, and Welfare or the Department of Justice. For those who have ideas seeming to merit outside support, we would suggest that initial contact be made with someone who has successfully applied for and managed grants in this general area. If, as a result of such consultation, the idea continues to be viable and appears feasible, you should then begin with personal contacts in Washington and direct subsequent efforts towards the particular agency most likely to be interested in your project. That agency is likely to have specialists who consult with prospective applicants and it is to your advantage to discuss your plan with them as early as possible in the application process.

Using the Money: Budgeting and Distribution

Just obtaining the money is not enough. One must plan ahead for expenses as carefully as possible in order to know how much money is needed, how much is available, and where it must be used. Lane County's Budget Committee is a good system. Each of its volunteer programs has a staff coordinator working with a volunteer committee and a volunteer chairman. The chairman submits a budget for his program which is then discussed with staff and other chairmen on the budget committee, altered as necessary until approved. The program budgets then serve as financial guidelines within each program, while the sum-total budget is passed on to the fund raisers—in this case, volunteers. (See appendix for Lane County budget materials.)

A great help in planning is to put contributions on a regular monthly or other periodic basis wherever possible. At least one court gets a regular monthly "tithe" or pledge from each of a number of local businessmen, duly acknowledged and publicized. It is usually a moderate amount of $5 to $15, but it is money that can be counted on beforehand and thus easier to fit into an overall plan.

It is to your advantage to make payments as attractive and straightforward as possible. Thus, for example, Boulder has a "Court Development Fund" incorporated to receive volunteer program support contributions on a tax-deductible basis (see appendix). Receipts and acknowledgement of donations should be courteous and prompt. This may seem like an insignificant detail, but forgetting it is a fast way to lose donors—and friends.

Distribution of the money involves a sometimes sensitive relationship between the court and the volunteer. There are some volunteers who emphatically do *not* want to be reimbursed for ordinary expenses, who consider it a part of their volunteer contribution. Normally, the person who works no more than a few hours and spends no more than a dollar or two a week does not even want to be bothered with the matter. Generally, the volunteers who may need help are the ones who work longer—up to 15 to 20 hours a week, and spend as much as $10 to $20 a month. Even here, not all will need reimbursement since, as noted in chapter 3, the average family income of the adult volunteer is upwards of $10,000 a year. But, you should be aware of the financial burdens imposed on college students, retirees, struggling young couples and other less affluent people, and you should determine whether volunteer service does, in fact, pose yet another financial burden. It should also be remembered that volunteers are usually reluctant to ask for financial help so that when they do, you can be quite sure that they really need it. An exception to this—in a sense—is that occasional volunteer who hears of another volunteer receiving support money and thus will expect and desire it for him- or herself. Another exception is the occasional volunteer to whom money is more a guarantee of the (professional?) value of her work than a vital reimbursement of personal outlay. This is not a true volunteer attitude, of course. If staff picks it up in volunteer thinking, they are very likely to resist payments to volunteers altogether.

But these are exceptions. The far more frequent case is the volunteer who asks for financial help and really needs it. In fact, it is likely that even when the court pays all he requests, he is still incurring some out-of-pocket expenses.

These represent only very broad guidelines. The matter of financial support is best handled individually and tactfully with each volunteer. It is never a matter of slavish application of the same rule for all volunteers. In Boulder we have typically waited for some clear sign or initiative from the volunteer with regard to request for reimbursement. Then this is handled sympathetically and promptly where it is within reason.

However, all volunteers should be generally aware of the financial situation prior to beginning service. It is, thus, strongly recommended that volunteer orientation materials clearly state the approximate amount of expense a volunteer can be expected to incur in the line of duty, the cost categories for which the court will reimburse him, and the categories which the court will *not* reimburse. Expenses incurred while not strictly engaged in court duties will, of course, be excluded, but other cases are not always so clear.

In any case, volunteer support, both in terms of financial and service contributions, should be a serious consideration of all those engaging in or planning to enter into a volunteer program. Thoughtful planning in this area is essential to the success of your volunteer programs.

APPENDIX

1. *Specimen Monthly Expense Vouchers Submitted by Two Boulder Volunteers.* (Actual figures but names are changed. These people put in an above-average amount of time.)

Abigail Shepherd: Volunteer Deputy Probation Officer (DPO), May 1967

Date	*Activity and time spent*	*Expenditure*	*Amount*
5/3	DPO meeting—3 hours	Babysitter	$ 2.25
4/24	Long distance call to my probationer's mother (bill attached).	Phone call	3.97
5/9	Court workshop organizational meeting.	Babysitter	1.10
5/12 to 14	Registration duties at workshop, 2-day court.	Babysitter for 11 hours, husband available rest of time.	8.25
5/15	Outing with probationer	Her dinner	.90
5/22	Outing with probationer	Her dinner	.90
Total			$17.37

Carol Mayflower: Volunteer Test Administrator and Tutor Program School Liaison, January 1967

	Time	*Mileage*	*Expenses*
At court:			
Testing: 1/4. 1. 18/67	12	22.5	$2.00
Scoring tests: 1/4. 11/67	8		
At college:			
Tutorial sessions: 1/12.16.19/67	2–4	16.5	1.00 (sitter)
Travel:			
For tutoring program and testing—			
1. To college for tutor reports, 1/10, 17, 24/67	1.5	16.5	
2. Baseline Jr. & Casey Jr. High, approx., 1/10/67	1	9.5	
3. Boulder H.S. and college, approx., 1/12/67	1.5	8	
4. Boulder H.S., 1/13/67	.5	6	
5. Broomfield Schools, 1/13/67	2	28	.30 (tolls)
6. Tutor reports—to court, approx., 1/26/67	.5	7.5	
7. Home of tutor—review texts, etc., approx., 1/27/67	2	9	
8. Misc., travel for tutoring, approx.	3–4	20	
9. C.U.—Dr. Cartwright with attitude test results, 1/4, 12, 19/67	1.5	16.5	
My home:			
Book inventory—calls to tutors regarding modifications, changes, adjustments, etc. in book loans	3		

At attention home:			
With husband, Supervise: 1/22.27/67	12	15	2.90 (sitter)
Totals	55	175	6.20

NOTE: This lady includes an activity and time analysis in her report, and also a listing of mileage although she does not ask reimbursement for this. If she had, at 8¢ a mile, $14 would have been added to her voucher for a total of $19.20.

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2. *Some Typical Items of Volunteer Program Expense,* (computed in Boulder)

(a) Recognition items (in some quantity)

I.D. cards for volunteers	25¢ each
Merit certificates	25¢ each
Small nameplates on door	$1–$2 each

(b) Mailing a meeting notice to 150 volunteers costs between $15 and $20, figuring secretarial and printer's time, envelopes, paper and postage. Insofar as volunteers handle the secretarial duties it can go as low as $8 to $10.

(c) Most volunteers provide their own office supplies most of the time, except for those who work regularly at the court in administrative support duties. In a 150 volunteer program, the yearly extras in office supplies used by volunteers, run about $40–$50 (pencils, pens, stationery, envelopes).

(d) In the same size program, extra secretarial time in support of volunteers, for occasional letter-typing, information, locating files, etc. is estimated as at least 1 and 2 hours a week, which could run as low as $100 a year and as high as several hundred dollars. The amount will be decreased as volunteer secretaries do some of the work, or regular secretaries are able to absorb it in addition to their other duties.

(e) Below is a cost analysis of Boulder's 35-page orientation booklet, given to all incoming volunteers. It is based on production of 300 copies at a time, and excludes staff time spent composing material.

Multilith mats	$ 4.30
Folders (covers)	37.50
Paper	28.80
Secretarial time (11 hrs/43 stencils)	31.90
Printer's time (noncommercial)	20.00
Labels (white, for cover)	3.00
Gold seals	10.00
Assembling	15.00
	150.50
Cost per book (approx.)	.50

3. *Lane County Volunteer Program Budgeting* (From Lane County, Oreg., Juvenile Court Services, 1966 Annual Report).

(a) *Volunteer Committee Report Form:*

VOLUNTEER SERVICES
__________ REPORT

1. Committee: __________ Date: __________
2. Chairman: __________
3. Amount budgeted: __________
4. Amount of money spent to date: __________
(Chairman and committee members)
5. Hours spent in direct service: __________
6. Time spent in meetings and preparation: __________
7. Total time in volunteer work (5 and 6): __________
8. Activities and programs undertaken during this reporting period: __________

9. Participating members:

10. Miscellaneous (Note any significant changes or developments and other important data in the committee's work or activities and/or significant statistical data.)

(b) *Abstracts from Two Volunteer Program Committee's Yearly Reports.*

Arts and Crafts Program
Jeannie Schaudt, Chairman

The Arts and Crafts Program is coeducational and is held on Thursday evenings from 7:00 until 8:30 P.M. Projects for the past year have included model cars, sand painting, plastic sheet painting, copper plaques, plastic plaques, bead rings, crepe-paper flowers, yarn poodles and jeweled and plastic boxes.

1966 budget: $400	Amount spent: $404.18	1967 budget: $500
Direct service hours: 353	Meetings and preparation: 118 hrs.	Total time: 471 hrs.

Cooking and Baking Program
Karen McConnel, Chairman

Activities for the past year have included making German chocolate cakes, home-made ice cream, cakes, cookies, chips and dips, popcorn balls, cream puffs, doughnuts, maple bars, brownies, caramel apples, butterhorns, candy and cupcakes.

1966 budget:	$75	Amount sent:	$89.10	1967 budget:	$100
Direct service hours:	200	Meetings and preparation:	20 hrs.	Total time:	220 hrs.

(c) *Lane County*

JUVENILE DEPARTMENT VOLUNTEER BUDGET
Jan. 1, 1966 to Dec. 31, 1966

Budgeted item	*Budgeted amount*	*Actual expenses*
Sewing	$ 240.00	$ 236.73
Cooking and baking	75.00	89.61
Arts and crafts	500.00	404.18
Grooming	50.00	20.34
Birthday presents and prizes	175.00	75.52
Special activity materials	75.00	6.75
Miscellaneous detention fund	75.00	—
Subtotal	1,200.00	833.13
Clothing fund	400.00	353.95
Dental fund	250.00	70.00
General fund	550.00	111.22
Subtotal	1,200.00	535.17
Volunteer expenses fund	100.00	25.17
1966 Christmas project	200.00	122.02
Subtotal	300.00	147.19
Grand total	2,700.00	1,515.49

Revenue for 1966

Carryover of 1965 funds	$1,110.69
Funds raised during 1966	1,662.10
Total funds raised during 1966	2,772.79

Balance of 1966 Budget

Total funds raised	$2,772.79
Less expenses	1,515.49
Balance of 1966 funds	1,257.30

4. *Abstract from "An Overview of Volunteer Services, 1966"* by Gerald D. Jacobson, Volunteer Coordinator of the Lane County Program (Lane County 1966 Annual Report).

Out-numbering the professional staff of the Department in excess of a two-to-one ratio, over 140 regular volunteers contributed approximately 12,000 hours of service. This figure only includes volunteers who worked on a sustaining basis and not those who helped once or twice or made singular contributions.

In equivalent economic value, volunteer time involvement during 1966 was equal to over six full-time professional staff members. If the median income of the equivalent professional staff were $6,000 per person per year, a nominal estimate of $36,000 a year would be required for personnel expenditures. If one further considers the money and material resources brought to the Department through volunteers, a minimum of $4,000 would be added. By combining time, money and material resources the total would be $40,000 in value. The inclusion of out-of-pocket expenditures by volunteers such as gasoline and personal outlays for children, unrecorded service time for preparation and commuting, and the efficiency resulting from specialization in limited activities and tasks, would probably contribute an additional $10,000 in value. This raises the worth of the volunteer program to $50,000 a year.

Operational costs were exclusively a product of the professional personnel necessary to administer the volunteer program. The large number of volunteers (over 140) required a full-time case aide coordinator and the part-time investment of the assistant director, superintendent of detention, and several secretaries. Since the salary of the case aide coordinator (approximately $9,000) would be roughly equivalent to a supervisor attached to six full-time professional staff, the involvement of the part-time personnel raised the administrative costs to $4,000 above what it would have cost for six full-time professional staff and one supervisor. In other words, the total administrative costs for the volunteer program were $13,000 whereas the administrative costs for six professional staff would have been $9,000.

Added to the $50,000 in equivalent economic value, the $13,000 in operational costs raised the total value of goods and services provided by the volunteer program to $63,000.

Subtracting the operational costs ($13,000) from the total value of goods and services ($63,000), a clear profit of $50,000 was realized by the county, the Juvenile Department, and the community and children served during 1966.

The volume and variety of services and the dollars and cents figures only reflect a statistical picture of the volunteer program. Equally important were the unique qualities and contributions of volunteers that gave their services "a special and personal meaning and value." They shared the responsibility and commitment of helping by giving of themselves.

Community understanding and Juvenile Department services to children, their families, and the community would either be seriously reduced or become much more costly without an effective volunteer program.

5. *Materials on Boulder County Juvenile Court Development Fund, Inc.*

(a) *By-Laws*

ARTICLE I

Identification

Name.—The name of the Corporation is BOULDER COUNTY JUVENILE COURT DEVELOPMENT FUND, INC.

Registered Office and Registered Agent.—The address of the registered office of the Corporation is Hall of Justice, Division C, Court House, Boulder, Colorado; and the name of the registered agent at such address is John E. Hargadine.

ARTICLE II

Officers and Board of Directors

General Powers.—The business and affairs of the Corporation shall be managed by a Board of Directors consisting of not less than three nor more than ten who must be residents of the County of Boulder and State of Colorado, and who must be members of the Corporation. Members of the initial Board of Directors shall hold office until the first annual meeting of the members, and until their successors shall have been elected and qualified. At the first annual meeting of the members, the number of Directors for the next ensuing year shall be established by majority vote of the members. The Directors shall be elected at the first annual meeting, for a term of one year and shall serve as Directors until their successors are elected. Thereafter, Directors will be elected at the annual meeting of the Corporation.

Vacancies.—Any vacancy occurring in the Board of Directors may be filled by the affirmative vote of a majority of the remaining directors though less than a quorum of the Board. A Director elected to fill a vacancy shall be elected for the unexpired term of his predecessor in office. Any directorship to be filled by reason of an increase in the number of directors shall be filled by election at an annual meeting of the members.

Regular Meetings.—Regular meetings of the Board of Directors shall be held quarterly without other notice than this by law, the first meeting to be immediately after, and at the same place as, the first annual meeting of members.

Special Meetings.—Special meetings of the Board of Directors may be called by or at the request of the President or any four Directors, upon giving at least two days notice of such special meeting, either verbally or in writing.

Officer-Directors.—The President, or the Vice President in his absence, shall preside at all meetings of members and directors, and discharge all the duties which devolve upon a presiding officer. The Vice-President shall perform all duties incumbent upon the President during the absence or disability of the President. The Secretary shall attend all meetings of the members and the Board of Directors, and shall keep a true and complete record of the proceedings of such meetings. The Treasurer shall keep correct and complete records of account, showing accurately at all times the financial condition of the Corporation. He shall be the legal custodian of all moneys, notes, securities, and other valuables which may from time to time come into the possession of the Corporation. The Officers of the Corporation shall have all powers and duties of a Director. Officers to serve until the first annual meeting of members shall be appointed by the initial Board of Directors.

ARTICLE III

Members

Any person who pays the annual membership dues is a qualified member of this Corporation. Any such person who attends the annual meeting of members is entitled to vote and participate in the election of Directors and such other business as may properly come before the group.

Membership dues.—The membership dues shall be fixed by a majority vote of the Board of Directors.

Annual Meeting.—The annual meeting of the members shall be held on the second Monday in January of each year, commencing in 1965, in the Court House in Boulder, Colorado, at the hour of 7:30 P.M. If such day is a legal holiday, then on the first following day that is not a legal holiday. Failure to hold the annual meeting at the designated time and place shall not work a forfeiture or dissolution of the Corporation.

Special Meetings.—Special meetings of the members for any purpose may be called by the Board of Directors upon written notice of the meeting and the purpose therefore, mailed to members at least ten days before the date set for such meetings.

ARTICLE IV

Amendment

These By-Laws may be amended at any time by the vote of two-thirds of the members of the Board of Directors present at any meeting.

ARTICLE V

Quorums

One-half of the members of the Corporation and one-half of the members of the Board of Directors shall constitute a quorum. Unless otherwise provided action of either body shall be taken by majority vote of those present.

THE ABOVE AND FOREGOING By-Laws of Boulder County Juvenile Court Development Fund, Inc., were adopted by majority vote of the Board of Directors of said Corporation at a meeting duly held on the 20th day of June, 1966.

____
President
Attest:

____
Secretary

(b) *Certificate of Incorporation:* Boulder County Juvenile Court Development Fund, Inc.

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KNOW ALL MEN BY THESE PRESENTS:

That we, the undersigned, have associated ourselves for the purpose of forming a body corporate and politic, not for pecuniary profit, under the provisions of Article 20, Chapter 31, Colorado Revised Statutes 1963, hereby make, execute and acknowledge this certificate in writing of our intentions so to become a body corporate and politic, under and by virtue of said statute.

First.—The corporate name of our said Corporation shall be **BOULDER COUNTY JUVENILE COURT DEVELOPMENT FUND, INC.**

Second.—The object for which our said Corporation is formed and incorporated is for the purpose of providing additional education, treatment, material needs, and facilities for children who may be juvenile delinquents or show tendencies of becoming juvenile delinquents, and to make contributions to other charitable, literary, or educational organizations which are not for pecuniary profit.
This corporation is organized and shall be operated exclusively for charitable, literary or educational purposes.

Third.—The affairs and management of our said Corporation are to be under the control of a Board of Directors consisting of not less than three nor more than ten members:

Horace B. Holmes
541 Highland Avenue
Boulder, Colorado

John E. Hargadine
Route 2, Box 195
Longmont, Colorado

George Taylor
2302 Bluff Street
Boulder, Colorado

are hereby selected to act in such capacity and to manage the affairs and concerns of said Corporation for the first year of its existence or until their successors are elected and qualified.

Fourth.—This Corporation shall have perpetual existence.

Fifth.—The principal office of said Corporation shall be located in the City of Boulder, County of Boulder, and State of Colorado.

Sixth.—In the event of dissolution of the corporation, the assets then owned will be distributed to satisfy all outstanding creditors, and should any balance then remain, such will be distributed to a similar organization which is exempt from Federal income taxation under Internal Revenue Code, Section 501 (c) (3), or to the federal, state, or local government, as the then Board of Directors may direct. Further, no part of the net earnings of the corporation will inure to the benefit of the members of the corporation or individuals associated with the corporation or the council.

Seven.—The Board of Directors shall have power to make such prudential by-laws as they may deem proper for the management of the affairs of the corporation according to the statute in such case made and provided.

IN TESTIMONY WHEREOF, we have hereunto set our hands and seal, on this 5th day of April, A.D. 1966.

____________________ (SEAL)
____________________ (SEAL)
____________________ (SEAL)

STATE OF COLORADO }
COUNTY OF BOULDER } SS

I, ______________________, in and for said County, in the state aforesaid, do hereby certify that Horace B. Holmes, John E. Hargadine, and George Taylor, whose names are subscribed to the foregoing certificate of incorporation, appeared before me this day in person, and acknowledged that they signed, sealed and delivered the said instrument of writing as their free and voluntary act, for the uses and purposes therein set forth.

Given under my hand and seal, this 5th day of April, 1966.

____

UNITED STATES OF AMERICA }
STATE OF COLORADO } SS. CERTIFICATE

I, Byron A. Anderson, Secretary of State of the State of Colorado, do hereby certify that the annexed is a full, true, and complete copy of the original Certificate of Incorporation of

BOULDER COUNTY JUVENILE COURT DEVELOPMENT FUND, INC.

Filed in this office on the 13th day of April A.D. 1966 and admitted to record.

IN TESTIMONY WHEREOF, I have hereunto set my hand and affixed the Great Seal of the State of Colorado, at the City of Denver, this 13th day of April A.D. 1966

BYRON A. ANDERSON
Secretary of State.

CHAPTER 11: THE VOLUNTEER PROGRAM COORDINATOR: A JOB DESCRIPTION[1]

The quality of a volunteer program ultimately depends on the quality of the people who manage it, particularly the quality of the person who is primarily responsible. In smaller programs, this may be a judge or probation officer, who works at this task part-time in addition to his other duties. In larger programs it is more likely to be a full-time paid specialist with a title such as "volunteer supervisor," "volunteer staff director" or even "chief probation officer." Whatever its title, the job is essentially the same. In fact, this entire manual can be viewed as a job description for a volunteer coordinator, and the present chapter may be taken as a summary of the manual in terms of the human being who can make its policies and procedures come alive.

The coordinator duties to be described do not necessarily have to be centralized in one person. In fact, in any larger program, say 150 volunteers or more, they may well be too much for any one person. Thus, in larger programs, there will probably be at least several people involved in various stages of the volunteer program administration process. But, at some point there must be pyramiding effect so that one person at the top is ultimately responsible. This should, in all likelihood, be a full-time paid professional position. No part-time administrator can be there to support volunteers at the unscheduled times they need it, or to mediate consistently between volunteers and staff.

Volunteer administration will probably be a partly paid, or more likely, fully paid position. It may seem paradoxical that unpaid people cannot serve effectively without paid leadership. Yet, among agencies experienced with volunteers, the need for paid professional supervision is stressed almost unanimously. Volunteers are far more likely to be wasted without it. Partly this paid status reflects the fact that administering volunteer programs requires a specialized body of knowledge, with unique applications, but drawing upon many other areas.

Another advantage of a full-time paid coordinator is the way in which he enhances the status of volunteers themselves. Regular staff, seeing volunteers represented by a paid professional in their own class, are more likely to accept them as important. A full-time paid professional as volunteer coordinator is a living symbol of volunteer status and volunteer-staff integration. Elizabeth Gorlich sums it up well, speaking of the similar case of "Volunteers in Institutions for Delinquents."[2] The "Administrator" referred to below is the overall institutional director, not the volunteer program administrator. Miss Gorlich says:

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[1] The writers are particularly grateful to Mrs. Eva Scott for review of this chapter and valuable suggestions on it. Mrs. Scott is Voluntary Services Officer at Junior Village, 4801 Nichols Avenue, SE., Washington, D.C. 20032.

> One reason some volunteer programs run into trouble is a tendency among institutional administrators to give them only half-hearted support. Too often responsibility for the preparation and guidance of a volunteer program is assigned to an already overburdened staff member—often the assistant administrator—who can only give time and attention to the volunteers at the expense of his other responsibilities toward the entire institutional program. The result is frustration on the part of everybody—the administrator, the child-care workers, and the volunteers themselves.
>
> However, when the administrator demonstrates that he is in whole-hearted support of the volunteer program by assigning responsibility for it to a person with both the competency and the time to work closely with the volunteers and staff members toward meshing their efforts, the prestige of the volunteer program is enhanced within the institution and the grounds for its effectiveness are laid. Unfortunately few institutions for juvenile delinquents have established either a part-time or full-time position of volunteer service coordinator—a common one in mental hospitals.
>
> Whether or not the institution needs a staff person to devote full time to the volunteer program depends, of course, on its size. A small institution might well assign this function to a person with other duties if these are not so pressing or so numerous as to monopolize his attention; or it might find an administratively gifted volunteer who is willing to direct the volunteer program on a part time basis.

The coordinator's job responsibilities can be divided several ways. Many courts have administrators who concentrate on one program only, such as tutoring. Other people are used for coordination among the single-program coordinators. However, we will describe the coordinator position as an overall one encompassing all programs, with the understanding that single-program administration involves essentially the same duties on a more restricted scale.

Another division is between policy-type responsibility and implementary routine. In some cases, volunteer program administrators function primarily in the routine area; in other cases they function at much "higher" levels with secretarial or clerical assistants handling more routine duties. When the same person covers both areas, it is less by design than by desperation due to understaffing. This is recognized in what follows, by separate job descriptions for the routine as distinct from the policy and professional aspects of the coordinator position.

To a certain extent the volunteer program administrator will do what any good administrator does, and there is some redundancy in repeating it here. But there are some rather unique problems in administering a large part-time unpaid staff, and these will be emphasized in what follows.

Some Routine Features of Volunteer Program Administration

Do not confuse "routine" with unimportant. No idea is better than its execution, and this involves diligent attention to detail. Our distinct impression is that routine implementation seriously lags behind policy and idea development in the volunteer courts movement today. For example, some larger volunteer courts do not even know exactly who is working for them, or if so, how many hours they work, how well they are doing, or even to whom they are assigned. Such simple things as a volunteer work census are admittedly more difficult when numerous part-time people are attached to a far smaller full-time cadre. But this routine is no less necessary for that reason. It is, in fact, at least as necessary here as it is in a traditional paid-personnel organization.

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[2] *Children*, U.S. Department of Health, Education, and Welfare, July–August 1967, Vol. 14, No. 4.

Routine coordinator duties are described below, following closely the record-keeping systems described in chapter 8.

Some program systems will not require all of these duties; some will require more or other duties. As noted, if the volunteer coordinator is working primarily at a higher level (described in the next section), the more routine chores detailed below will probably be delegated to a volunteer, a partly-paid semi-volunteer, or a regular paid staff clerk-secretary. This by no means makes the job less important. The best high-level coordinator in the world can be reduced to frustrated helplessness by lack of consistently effective line support, paid or unpaid.

1. *Implementing Program-Assignment Decisions* Once the need for assignment has been decided:
    a. Prepare letters of notification to parents and/or probationers for the Judge's signature.
    b. Prepare for the assigning officer a list of available volunteers in the given program area, with relevant vital data and their files on tap, to assist him in matching probationer to volunteer, or in appreciating the need for further recruiting for a volunteer suitable to this assignment. (Not incidentally, there are special problems in keeping lists of volunteers due to their frequently uncertain work status and flexibility of service in any status (see chapter 8).
    c. Implement procurement of program-support materials or information, once it is decided they are needed, e.g. books or educational materials, clothing, office materials, school grades, etc.
    d. Keep records of expenses and financial needs in each program, periodically summarized for the Judge, Chief Juvenile Officer, or higher-level volunteer coordinator.
2. *Attendance and Contact Records*
    a. Take, or arrange to receive, probationer attendance reports for all assigned program meetings.
    b. Record and refer promptly to the proper authority, all excuses or requests for excuse from program meetings which are received from probationers. Optionally, assist as directed in implementing decision on the excuse.
    c. Report tardiness immediately to appropriate staff people.

Also, if desired or directed, place on the Judge's or Chief Juvenile Officer's desk each week a one-page memorandum or attendance summary on each program, calling attention to unexcused absences.

d. Collect, process, communicate and file all volunteer reports on contacts with probationers, written or oral. Follow-up and remind volunteer workers who fail to file such reports. If desired, regularly place frequency-contact summaries, by individual volunteer, on the desk of the Judge and Chief Probation Officer. One sometimes finds volunteers who say they will be working with a probationer but never do. Such things are discovered only by checking.

3. *Other Records and Reports*

a. Periodically count and replenish the supply of standard program forms in regular use: contact logs, fitness reports, standard notification letters, diagnostic report forms, volunteer application forms, etc.

b Organize reliable and timely distribution of sufficient supplies of report forms to users among regular staff and volunteers.

c. Take responsibility for prompt, accurate and reliable flow of reports to proper files. This may include: (1) almost always, one copy in probationer's file; (2) as appropriate, prompt recording in locator card index or master program-status chart; (3) frequently, as set by policy, in a special file kept for that particular program; and (4) as set by policy, in an "employment" file for the volunteer who made the report.

d. Note that while primary court files will be for probationers, any court using volunteers will also want to keep background, performance and fitness files on each volunteer, for the reference of regular staff.

e. Arrange files so as to be able to produce promptly on demand for the Judge, Chief Juvenile Officer, or Volunteer Coordinator, any of these record files or a concise summary thereof, in up-to-date form. Rapidity of information retrieval is important.

f. Prepare and keep current succinct program-status reports. These may be in any or all of the following forms: daily logs, weekly or monthly summaries, wall charts, etc. These should enable staff to quickly identify the following information: name of volunteer, his job category, his assigned probationer, his supervisor, input and output dates (active or inactive status), etc. Overall program summaries should be available in the same way.

g. Assist Judge, Chief Juvenile Officer or Volunteer Administrator, as directed, in providing concise information for yearly juvenile department reports.

4. *Communications Expediter*
   a. Print and distribute all court communications material for volunteers, including announcements of meetings and special occasions, court calendar, newsletter, etc. Aid in composing these, as directed. Much of this announcement work may also be done by telephone.
   b. Upkeep of other special communication facilities, e.g., letter boxes and bulletin boards.
   c. After policy decides a given staff and/or volunteer meeting or social gathering is scheduled, arrange this meeting at a time and place maximally convenient to staff and volunteers. Correspondingly, advise volunteers and staff of cancellations in meetings or assignments or changes in meeting place or time. It is unfair and demoralizing for volunteers to make time available, then find the meeting or assignment cancelled when they arrive. This simple meeting-expediter function consumes an amazing amount of time, but if neglected or mishandled has ruinous effects on programs.
   d. Take and preserve in appropriate files concise notes on policy decisions and assignments made at meetings.
   e. Act as appointment secretary for meetings with individual volunteers. Thus, if the volunteer coordinator or a regular staff member wants to see a particular volunteer, and wants assistance in arranging the meeting, contact the volunteer, arrange a convenient time, and see that the regular staff member is reliably advised. Conversely, and as appropriate, act on volunteer-initiated requests for meetings with regular staff members by arranging the meeting and/or forwarding the message. This can expand into a full-scale facilitation of communication channels from volunteer to staff—often an unsatisfactory area in volunteer programs.
   f. When more than one volunteer or staff person is directly involved with a probationer, assist in keeping these people advised of each other's experience and work in order to enhance the total effort and to avoid conflicts or cross-purpose.

5. *Volunteer Support* (See also chapter 6)
   a. Prepare and keep up to date, volunteer identification cards, merit certificates, lapel pins, or other means of volunteer identification and recognition. These may also include nameplates on doors or plaques, personalized court memo pads, etc.
   b. Periodically, telephone volunteers to say "hello" and ask how they are doing. Listen to what they have to say and take appropriate action on conveying problems to the people who are in a position to deal with them. This periodic telephoning will also help keep the volunteer work census up to date.

c. Prepare for signature and send thank you notes, acknowledgements of donations or special services rendered voluntarily. As a possible outgrowth of the latter, "keep the books" on program finances and support materials.

d. Keep ample supplies of volunteer orientation material on hand, and see that volunteers receive these promptly and appropriately. Take responsibility for getting specially relevant current material to volunteers, as directed.

The Volunteer Program Coordinator Operating at More Responsible, Policy Levels

At this level, the coordinator will participate in policy decisions pertinent to all phases of the volunteer program process, as described throughout this manual. He is in a unique position to offer policy recommendations for the smooth operation of volunteer programs, and will also have high-level responsibility for implementing these decisions. Not incidentally, the responsibility, status and authority of the coordinator in the organization is a good index of the importance the court attaches to its volunteers and volunteer programs. It is an equally good predictor of prospects for program growth and success. However, even at the level of maximum responsibility allotted to the volunteer coordinator, his authority is ultimately answerable to the judge, chief probation officer or other high administrative official of the court. If he does not have their confidence or if he is seen by them as an "outsider", all the formal status in the world will not secure his position or the position of the volunteer program he represents.

As noted previously, chapters 1 thorugh 10 are essentially a job description of the volunteer program coordinator at this higher level. It is a huge job. What follows is only the briefest outline of the manual and the job.

One general point is that the coordinator will work principally with regular and volunteer staff, not directly with probationers. Staff, regular or volunteer, actually conducts the programs. The volunteer coordinator is more a personnel director providing the manpower, the ideas, and recognition of needs toward development of new programs.

What, then, are some of the coordinator duties, area by area? First, the coordinator will help decide what types of people are to be the targets of recruitment, in terms of job descriptions which he develops and maintains . . . a most important function. He will organize and participate in the recruitment program (chapter 3), process volunteer applications and interview recruits as part of the screening and job placement process, fitting the volunteer to the right job and/or probationer (chapter 4). Policy here is always a dead thing until the coordinator makes it come alive. Thus, he must have a sixth sense for knowing when staff is not ready for a particular kind of volunteer service.

Even prior to screening, the coordinator will play a leading role

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in discovering and articulating the court probation needs which volunteers can serve. This will provide guidelines for recruiting and program-building target areas. The volunteer coordinator must move the entire process so that potentially good recruits are not unduly discouraged by delay and/or outright neglect. Too many volunteer recruits are quite literally "lost" because no one happens to remember to check back with them. The assessment which was first his responsibility in volunteer screening will continue as the coordinator's job throughout the volunteer's career and will include evaluation of the programs as a whole, as well as evaluation of individual volunteers (chapter 7).

Along with other staff, the coordinator-as-educator may assume major responsibility for the orientation and in-service training of volunteers, preparing appropriate written materials, organizing and participating in training institutes, applying volunteers' feedback on current training to the continuous improvement of future training (chapter 5). The volunteer coordinator has unique opportunities in this area as well. In orientation, he is able to give the volunteer a complete and candid picture of the court, maintaining professional integrity and confidentiality while so doing. Vis-a-vis regular staff, he is in a position to guide and train in the humane and optimum use of volunteers, informally as a consultant, if not in the more formal teaching sense.

An equally important area, requiring both diligence and tact, is volunteer support, both material and psychological (chapter 6). This is crucial, for support and satisfaction are the only "pay" that volunteers receive. The coordinator is in a position to see that they get it as required and deserved.

In all these areas, the volunteer will be working for the coordinator in much the usual sense of paid employment, but he will usually be working for someone else simultaneously—a staff probation officer, social worker, etc., to whom he is assigned for direct supervision. The coordinator, therefore, is responsible for communication not only with volunteers but also with staff (chapter 8). Coordination and communication are probably the single greatest problem of court volunteer programs today.

First, the coordinator must be a catalyst of communications from the volunteer. Most volunteers feel somewhat isolated in the organization and are reluctant to come forward with their complaints or suggestions. They need special encouragement to do so, plus assistance in follow-through via proper channels. As a natural extension of this, the coordinator can become a kind of ombudsman for volunteers, receiving and articulating their needs for the benefit of regular staff. The coordinator is an all-important mediator between volunteers and paid staff, smoothing frictions, promoting mutual understanding and appreciation. Particularly at the outset of volunteer programs, this is a role which is critically necessary. The coordinator must keep staff reminded of their responsibilities to volunteers, and volunteers of their responsibilities to staff. If a chasm opens between the two, the person most likely to be split asunder by it is the volunteer program coordinator. He is the one person who is expected to represent the interest of both groups and combine them for the good of the entire organization. He is an "internal problem" specialist.

Much of communication is routine but it is vital routine which, if neglected, invites disaster. The same may be said of the recordkeeping duties of the administrator. His secretary or assistant may handle the details, but the overall organization and functioning of the recordkeeping system is his responsibility.

The volunteer program coordinator will often have a major role in public relations, including speaking engagements, press releases, and the like (chapter 9). The coordinator thus must be aware of community problems, attitudes and resources, and he must gear his programs to these. Finally, he may be a principal person responsible for program financing—raising money, preparing budgets, keeping accurate and systematic financial records, etc. (chapter 10). Such duties also require that he be fully aware of the community competence and willingness to share this burden.

Some idea of the awesome scope and versatility of the job is given in this description, quoted from Robert B. McCreech, Director of the Volunteer Bureau of Metropolitan Boston.

> At a recent workshop in Boston a group of people were asked to describe the role of (Director of Volunteers). They said, first of all, *administrate!* At least be an executive. Secondly, serve as a *coordinator;* third, be a *communicator;* fourth, be a *problem solver;* and then, *public relations officer, fund raiser, program stimulator, educator, program developer, recruiter, screener* and *trainer* of volunteers. I would hope that some focus could be given to these as part of your job as a leader of volunteers.
>
> If one were to do a time study of each of these items, it would be quite revealing. One group came up with the fact that *25 percent* of their time was spent in the administrative function; *35 percent* of their time was spent in service functions (that great mystery, paperwork); and *40 percent* was in research development, which meant recruiting, training, supervising, placing, orienting, and even throwing out volunteers.

Qualifications for the Volunteer Coordinator Position

1. *The Job and Its Conditions.* Almost every court has felt the need for a full-time paid coordinator of volunteer programs, beyond a certain point in growth. Volunteers, themselves, can do some administration as can other part-time personnel, but the one person at the top should be full-time, doing nothing else but this at a salary commensurate with his professional responsibilities. These responsibilities, listed in the preceding section, make great demands on leadership, as the coordinator's volunteer staff is large, informal, part-time and typically quite talented. In his area of administration, firm ground rules are frequently lacking so that courage, creativity and tact are constantly tested. Volunteers are too important to be wasted, yet too complex to qualify as an automatic dividend. The coordinator is the key to success or failure.

No matter how good the coordinator is, he cannot be expected to function unless given the proper support. Without sufficient clerical support and staff cooperation, he can do little. Moreover, he must have a clearly established place in the court's chain of command and with good backing from those yet above him in the hierarchy. Physical place is important as well, and the coordinator's office should be near the center of activity in the probation department, within easy distance and reach of other staff offices.

2. *Background Experience and Training.* Curiously—since volunteers have long been one of the principal human resources in this country—the necessary experience and training for a volunteer coordinator position are not clearly defined and established, especially in the newer areas of court and welfare volunteerism. There are 50 million volunteers, but there is no volunteer coordinator curriculum anywhere. No formal training of which we are aware prepares a person for just this job . . . not social work, not psychology, not public or personnel administration. To be sure, previous administrative experience will be helpful, and it is certainly desirable that the candidate have some experience in the general area in which volunteers are serving and in which regular staff are trained (in this case, corrections or social work). If some of this experience has been as a volunteer, all the better.

Yet, as noted above, one cannot depend on any pre-existing "volunteer coordinator curriculum" to provide all the necessary background, since none, in fact, exists. A participant in the Boulder Conference of Volunteer Courts put it this way:

> . . . a (volunteer) supervisor is not necessarily equipped to deal with (volunteers) by virtue of social work or other professional training. Rather, professional staff must be taught how to use volunteer services effectively. Thus, the motivations and needs of volunteers for security, recognition, and stimulation, must be understood and met appropriately.

In other words, your volunteer coordinator is going to have to do a lot of learning on-the-job. Indeed, most of the volunteer coordinators we know of were recruited from the working ranks of their own organizations (or a closely neighboring one) where they had grown up with volunteer programs either as regular staff or volunteers. We therefore recommend your own organization, especially its volunteer-related staff, as a good recruiting ground for your future volunteer coordinator.

3. *Character and Personality Qualifications.* To a large extent, volunteer coordinators are born, not made. By this is meant that the best training cannot substitute for possession of certain qualities of personality and character, nor can the worst training submerge them. Volunteers, particularly, tend to respond to personal qualities more than cold professional skill or bureaucratic rules, and the coordinator must be someone to whom they can respond.

The necessary qualities cannot be succinctly described. The most awesome description of the ideal we have seen is by Robert B. McCreech. Speaking specifically of mental health volunteer coordinators, but surely with application to the courts as well, he says:

> I would suggest that anyone working with volunteers in mental health programs needs to have the patience of Job, the wisdom of Solomon, and the hide of a rhinoceros. A few years ago Ben Scales sought to describe his wife's role as director of vol-

unteers in a Los Angeles area hospital. She was expected to scintillate like a social matron; plan broad programs like an executive; compose detailed procedures like a method analyst; interview people like a well-trained psychologist; keep time like a clerk; write sparkling, yet homey, yet business-like correspondence; speak with authority, yet social temerity; investigate irregularities like a James Bond; coordinate like a joint chief-of-staff in the Pentagon; and, finally, sit on a fence and take a stand.

All of these qualities are, in fact, desirable in a volunteer coordinator. Obviously, however, no one person could be endowed with all of them all of the time, or even part of them part of the time. However, saints are not looking for human work, and one does the best he can in approximation.

Certain characteristics in the human range may be dealt with first. Volunteer coordinators are usully women, but not always. Courts will be guided by their preferences, although no "proof" exists that one sex is always better than the other at this job. Where women strikingly predominate in numbers among volunteers, the coordinator is usually a woman.

It goes almost without saying that a mentally healthy human being is wanted.

Other characteristics desirable in the candidate are:

a. *Executive and administrative ability.*

b. *Sensitivity, tact and diplomacy* in dealing with volunteers, and perhaps even more so in dealing with regular staff on behalf of volunteers. Recall here our earlier remarks about the coordinator as an all-important mediator between volunteers and regular staff. Also, the coordinator should have a quick sense of when policy decision is his alone to make, and when it should more properly be referred consultatively to peers or to superiors in the organization.

c. *Perceptiveness* in sizing up people and situations. This definitely includes good interviewing ability.

d. *Warmth and likeability* are essential qualities since volunteers respond to this rather than to pressures of hierarchy and bureaucracy. They like to settle things in a personal, non-bureaucratic way. It is, therefore, not surprising that most successful volunteer coordinators have warmth and humanity in eminent degree.

e. *Patience and flexibility,* tolerance of inevitable ambiguities, ability to improvise in unstructured situations must be stressed. Despite having all the executive ability in the world, the volunteer coordinator will never arrive at the organization and regularity which supervisors of paid personnel sometimes achieve. Volunteers are not ordinarily good material for neat administration; they are part-time people, invincibly informal and personal, frequently casual. Your coordinator must be able to live quite close to the edge of chaos.

This flexibility and flair for improvisation can be put under a more general heading: ability to learn from experience, adapt to it, and profit from it. Except for the routine bookkeeping aspects, this is no place for the compulsive.

f. *Good communication skills,* clear and succinct written and verbal directives, and ability to speak effectively before community groups and the press are absolutely essential.

g. *Intensive knowledge of resources and people in the local community.* The aforementioned tact and communication skills are crucially tested in the coordinator's contacts with community resources—for example, the groups which provide voluntary community support in services, materials or money, the press, professionals in related agencies, etc.

h. *Thorough knowledge of the court's philosophy and volunteer programs,* or at least the capacity to quickly acquire this knowledge by experience.

i. *Faith in volunteers* and what they are doing. Without faith and confidence, the volunteer program cannot long survive in any meaningful sense.

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CHAPTER 12: FURTHER READINGS

Separate Program Manuals

Within 4 to 6 months of publication of the present manual, a series of separate program manuals will be published by Boulder County Juvenile Delinquency Project, under the sponsorship of the Office of Juvenile Delinquency and Youth Development. These will assume general familiarity with court volunteer program management as described in the present manual. On that basis, each manual will concentrate on one typical area in which probation volunteers can be employed. As a group, these manuals are intended to cover the most commonly used probation volunteer programs.

The first three manuals described below are in final stages of preparation. The last three are more uncertain and provisional regarding publication plans. However, it is expected that each manual will be printed and procurable separately from the others. Titles below are also provisional, but topic areas are already quite clear as indicated below.

1. *The Volunteer Probation Officer.* The use of college or community volunteers to work one-to-one with probationers in a combined assistant probation officer-counselor status.

2. *The Volunteer as Group Guidance Leader.* The use of volunteers in leading group discussion sessions for probationers.

3. *Volunteer Tutors and Educational Aides.* The use of volunteers with probationers who are school dropouts or in danger of dropping out. It is expected that broad educational relationships may grow in general counseling and support.

4. *Volunteer-Supported Foster Homes, Group or Individual.* Volunteers can contribute financial, material and staff support for group foster homes. They can also take probationers into their own homes. The foster home for groups of probationers is also covered in publication number 7 in the section on general readings below.

5. *Volunteer-Manned Testing and Information Programs.* The utilization of volunteer services in gathering pre-sentence information can reduce or eliminate the cost of probationer testing or investigation and can provide more information on probationers or problem youth. Volunteers can serve in test administration, scoring, interpretation, recordkeeping, pre-sentence investigation, etc.

6. *Other Programs Briefly Considered.* Volunteers in administrative support, church referral or spiritual guidance, employment and work programs, advisory councils, material and financial sup-

port, public relations and speakers' bureaus are only a few examples. These more condensed treatments blend into job descriptions for particular program areas as given in "The National Register of Volunteer Jobs in Court Settings—1967," publication number 18 in the section below.

General Readings on Volunteerism in Corrections

The following titles were a principal resource in the preparation of this manual and are recommended for those who wish to read further in this area.

1. Barker, G. H.: *Volunteers in Corrections*, 1967
   This 67-page document is a portion of the report of the President's Commission on Law Enforcement and the Administration of Justice. It is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C.
2. Boulder County Juvenile Delinquency Project Staff: *Volunteer Courts in America*, 1967
   A directory available in limited supply from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. 80302. Also available is 1968 *Supplement*.
   Note: Most of the volunteer courts listed in the above-named directory publish annual or other periodic reports which are important resources on developing volunteer programs. Recent Lane County, Oreg., and Royal Oak, Mich., reports of this type have been cited separately in this bibliography. Readers may write to any of the directory addresses inquiring as to the availability of reports on their volunteer programs.
3. Church, D. M.: *How to Succeed with Volunteers*, 1962
   A pamphlet available for $1.25 from the National Public Relations Council of Health and Welfare Services, Inc. 257 Park Avenue South, New York, N.Y. 10010. (Not specialized on the corrections volunteer.)
4. Davies, Ursula; Scheier, I. H.; and Pinto, L. J.: *The Boulder Conference of Volunteer Courts: A Summary and Analysis of Verbatim Transcriptions*, 1968, 51 pp.
5. Goddard, J. and Jacobson, G.: "Volunteer Services in a Juvenile Court," *Crime and Delinquency*, April 1967
6. Gorlich, Elizabeth: "Volunteers in Institutions for Delinquents," *Children*, 14:4, July–August 1967
7. Hargadine, J. E.: *The Attention Homes of Boulder, Colorado*, 1968*
   Community-supported group foster homes for the care of delinquent children and problem youth, 35 pp.
8. Holmes, H. B.; Hargadine, J. E.; and Scheier, I. H.: "The Volunteer Returns to the Court"
   Slated for publication in the winter 1968 issue of the *Juvenile Court Judges Journal*.
9. Johnson, Guion Griffis: *Volunteers in Community Service*, 1967
   North Carolina Council of Women's Organizations, Inc., Chapel Hill, N.C. (Not on the corrections volunteer *per se*, but an informative book-length treatment of a related area: the volunteer who works with the poor and disadvantaged.)
10. Lane County Juvenile Department: *Annual Report, Juvenile Court Services*, 1966 ff.
    2411 Centennial Boulevard, Eugene, Oreg.
11. Leenhouts, K. J.: *Concerned Citizens and a City Criminal Court*, 1966, 51 pp.
    Available from Royal Oak Municipal Court, City Hall, Royal Oak, Mich.
12. Minnesota Association of County Welfare Director's Committee on Volunteer Services and Public Relations: *Guidebook for Volunteer Services Programs in Minnesota's County Welfare Departments*, State of Minnesota, Department of Public Welfare, St. Paul, Minn., 1966.
13. Naylor, Harriet H.: *Volunteers Today: Finding, Training and Working with Them*, New York, Association Press, 1967
    Not on probation volunteerism *per se*, but a rather comprehensive general discussion of volunteerism.
14. Neely, A. J., and Earles, Anna Mae: "Providing a Fairer Share of Better Tomorrows Through Volunteer Service at Children's Division (1963–1966)," 1966

Mimeographed report prepared by the Children's Division, Cook County Department of Public Aid, 2030 South Michigan Avenue, Chicago, Ill. An informative statistically supported discussion of the child welfare volunteer in a metropolitan setting.

15. Otis, J.: "Correctional Manpower Utilization," *Crime and Delinquency*, July 1966, pp. 261–271

16. Pinto, L. J. et al.: "Evaluation of Recruitment and Effective Use of Volunteers in Local Juvenile Delinquency Programs" (Provisional title) *
Technical report on grant number 67011, Office of Juvenile Delinquency and Youth Development. Expected publication late in 1968.

17. Rosengarten, L.: "Volunteer Support of Probation Services," *Crime and Delinquency*, January 1964, pp. 43–51

18. Scheier, I. H.; Davies, Ursula; Jorrie, Marilyn; and Matson, R.: *National Register of Volunteer Jobs in Court Settings*, 1967, 73 pp.*

19. Sorkin, Ruth: *Manual of Operations for Junior Village Volunteers Services*, June 1966
Available at moderate price and in limited supply from Junior Village, 4801 Nichols Avenue, SW., Washington, D.C. 20032.

20. Task Force V, The Joint Commission on Correctional Manpower and Training: *The Role of the Volunteer, Ex-Offender and Other Special Personnel in Corrections* (Provisional title)
Expected publication in late 1968 or 1969 by the Joint Commission on Correctional Manpower and Training, Inc., 1522 K Street, NW., Washington, D.C.

21. University of Minnesota Training Center for Community Programs: "The Social Work Associate Program: Report of a Demonstration Project," 1967*
A 15-page memorandum for administrative use.

22. Veterans Administration Voluntary Service Subcommittee on Recruitment and Retention of Volunteers: *Recruitment and Retention of Volunteers for Service in Veterans Administration Hospitals*, 1960
A 36-page report available from the Voluntary Service Staff, Veterans Administration, Department of Medicine and Surgery, Washington, D.C. 20420. Excellent comparative statistics on hospital volunteers.

23. Volunteer Bureau Staff: *Let's Measure Up: A Set of Criteria for Evaluating a Volunteer Program*
Distributed by the Volunteer Bureau, United Community Services of Metropolitan Boston, 14 Somerset Street, Boston 8, Mass.

24. *The Volunteer Court Newsletter*
This newsletter is published monthly for exchange of information and ideas among volunteer courts. Available from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. 80302. At present there is no subscription fee, but a small fee may be asked in the future, depending upon demand.

The above list does not exhaust all known readings in the area. A reading list of all known items as of February 1968 has been printed and is available in limited supply from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. 80302, under the title: "The Volunteer in Corrections: A Reading List."

NOTE—Asterisked items are reports published by the Office of Juvenile Delinquency and Youth Development, Social and Rehabilitation Service, U. S. Department of Health, Education, and Welfare, Washington, D.C. 20201. Requests for copies should be addressed to that Office or to Boulder County Juvenile Court, Hall of Justice, Division C, Boulder, Colo. 80302.

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